REPORT OF THE NATIONAL MANPOWER AND EMPLOYMENT 
PLANNING STAFF DEVELOPMENT WORKSHOP FOR THE 
GOVERNMENT OF LIBERIA 

(Monrovia, 12-30 August 1985) 

Jointly Organized by 
The Liberian Government and 
The United Nations Economic Commission for Africa
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MEMORANDUM SUBMITTING THE REPORT

Date: 30 August 1985

TO: The Honourable BC. Frank Sonkpeni,
Minister of Labour

FROM: Participants, National Manpower and Employment Planning Staff Development Workshop

SUBJECT: Transmission of Report, Follow-up Action and Request for Implementation of Recommendations

We, the participants, wish to transmit herewith, for your attention and action, the findings, conclusions and recommendations of the above-mentioned Workshop. As you know, we have attended this Workshop for the past three weeks.

In the course of our work, we reviewed the present status of manpower and employment planning in Liberia, examined the constraints restricting national efforts to make manpower and employment planning more effective in Liberia and recommended courses of action to minimize identified bottlenecks. These recommendations touch on measures which need to be instituted to redress difficulties in the areas of policy formulation and implementation; the strengthening and rationalization of existing institutional machinisms for human resources planning, development and utilization; and action required to reinforce the existing data base so that it becomes more meaningfully supportive of our manpower and employment planning effort.

We fully realize that our recommendations can only be implemented if a positive political will exist among our policy and decision makers. We therefore humbly request you to kindly use your good offices to ensure that this effort to strengthen human resources management in Liberia which you initiated by, among other things, making this workshop possible, will not be left to atrophy.

To avoid this eventuality, we wish to propose the following by way of follow-up to this workshop bearing in mind that other appropriate measures could be added to them as you may see fit:

(i) That the findings, conclusions and recommendations of our workshop be submitted to a meeting of Assistant Ministers for review with the aim to advise you on modalities of implementing our recommendations:

(ii) That you use your good offices thereafter to secure the necessary backing from your colleagues to have our recommendations implemented with the minimum delay.

We wish to assure you that we have benefitted greatly from the learning experience afforded us through the conduct of this workshop and thank you most sincerely for having provided us this opportunity.
SUMMARY

Below is the summary of major findings and recommendations of the National Manpower and Employment Planning Staff Development Workshop in Liberia, which was held in Monrovia from 12-30 August 1985. Thirty-seven senior and middle-level personnel involved in human resources management in Liberia attended the workshop. The United Nations Economic Commission for Africa (UNECA) provided technical inputs and services through Mr. Crispin Grey-Johnson and Dr. Toga McIntosh, both Economic Affairs Officers in the Public Administration, Management and Manpower Division and Professor O.J. Faphounda from the University of Lagos.

The workshop was conducted under the auspices of the Ministry of Labour, the Ministry of Planning and Economic Affairs and the Liberia Institute of Public Administration. The workshop was held at the Institute’s premises.

Findings and recommendations

The major constraints on manpower and employment planning were found to be the following:

(i) a weak, ineffective and disintegrated national and sectoral manpower and employment planning units and departments;

(ii) poor interrelationships and coordination of activities between those primary arms of Government and other sectoral organs which are responsible for formulating and implementing manpower development and utilization policies and programmes;

(iii) lack of coordination, adequate logistics, appropriate questionnaires, staff capabilities and collaboration in the process of data gathering and data analysis for effective manpower and employment planning;

(iv) general absence of clear policy statements on employment, income, productivity and Liberianization that are practically achievable, measurable, and assessable;

(v) the lack of appropriate institutional, legal and operational framework for the administration of human resources policies.

On the basis of these and other findings as contained in this report, the workshop recommends the following for consideration and action:

A. Institutional Machinery

That for efficiency and effectiveness, the Labour, Employment and Manpower Planning functions should be integrated under the Ministry of Labour.

The present manpower and employment data gathering function of the Manpower Planning Unit in the Ministry of Planning and Economic Affairs be assigned to the Ministry of Labour and that the latter’s present terms of reference be expanded to render employment planning more effective.

In addition to the Ministry of Labour’s present roles, a new Division should be established and charged with the responsibility for Employment Planning.
The functions of the present Divisions for Trade Union Affairs and Labour Standards be merged on account of their apparent interrelatedness and in order to avoid a cumbersome structure in view of the expansion being proposed.

In order to bring about efficiency, the administration function under the present Deputy Minister for Labour Affairs and Administration should be removed and assigned to an Assistant Minister for Administration who would report directly to the Minister to allow the Deputy Minister deal with the proposed expanded responsibilities.

That a National Human Resources Commission be duly constituted by legislative order to ensure the efficient development and utilization of the human resources of Liberia. The National Human Resources Commission should be composed of top level decision-makers drawn from management, labour, government, manpower, development institutions, public corporations, national development planning, health administration, higher and technical education. The Ministry of Labour should serve as its Secretariat.

The existing training advisory bodies such as AITB be reviewed with a view to streamlining their objectives and activities along the lines of the overall recommendations being made here to restructure the Ministry of Labour and make it more effective.

B. Manpower Development and Utilization Policy and Programmes

(i) Education:

Efforts should be stepped up to initiate and pursued policies that would mobilize adequate funding for education and training to allocate and utilize qualified teachers.

The quality of instructional materials and the actual placement and numbers of qualified teachers in classrooms should be improved

Efforts should be intensified to enhance the operational and functional capabilities of the education and training systems with emphasis on administration, sectoral linkages and decentralization.

(ii) Liberianization:

Government should intensify efforts to achieve an appreciable minimum ratio of Liberians to non-Liberians. Steps must be taken to establish and operate appropriate training and monitoring devices so as to make the policy achievable.

Achievable Liberianization targets should be stated in terms of expatriate employment regulation scheme.

A close working relationship should be developed between the Ministries of Labour and Commerce and the Bureau of Immigration and Naturalization to monitor the implementation of future Liberianization policies.

Government should take the following specific measures by the end of 1986 which would ensure a comprehensive Liberianization policy armed with in-built mechanisms for its acceptance and implementation.
(a) Activities:
- A review panel should be set up to review the employment status (i.e., work permits, contract, resident permit etc.) of all expatriate employees and employers by the third quarter by 1986;
- A Liberianization plan for high and middle-level workers should be developed, specifying training requirements per post and scope and time of replacement of expatriate in post;
- A Liberianization strategy should be developed for workers in the wholesale, retail, import, informal, petty trade sector specifying types of activity, required skills and knowledge and institutional arrangements for implementing the strategy;
- Commercial, technical/vocational and apprenticeship training programmes should be strengthened particularly in terms of curriculum content to take into account the training of store managers, wholesalers, hairstylists, tailors, importers, exporters and entrepreneurs and redistribution of training institutions in the various parts of the country.

(b) Investment:
- A revolving fund, to be managed by the National Investment Commission, should be set up to provide loans and technical services to Liberian businesses;
- Banking institutions such as LBDI, SEPO, ADB BCCI and other commercial banks in the country should adopt a more favourable lending attitude to Liberian businesses;
- A training fund should be established to which proceeds from the granting of work permits to non-Liberian workers should be made. The funds should be used to support training programmes in Liberia.

(c) Control Mechanisms:
- An employment survey should be undertaken in the wholesale, retail, import, informal and petty trade sector with the aim of deriving the extent of expatriate involvement, types of activities and skill mix required.

(iii) Employment:
Government should review the investment code and the alien employment policy with the view of harmonizing their operational measures.

Government should formulate a comprehensive and clear employment policy to embrace a policy statement, objectives and targets for industrial and commercial job creation, income distribution, income redistribution and productivity.

Government policies should state clearly rules and regulations concerning non-Liberian employees and institute appropriate arrangements to make them measurable, assessable and achievable.
Government should strengthen existing institutions and procedures for job testing, job identification and job placement.

A review of the "Vacation Student" policy should be undertaken with a view to finding ways and means of integrating the policy into the education process. It is also proposed that an institutional framework be established that would allow for orientation, debriefing and follow-up action.

Government should set up a legal enforcement mechanism to support those agencies and ministries that are constituted to implement the students employment policy.

C. Human Resources Information and Data Base

There should be a modification of the existing questionnaires being used to collect data on manpower. The format should be redesigned so as to reduce the time being spent by respondents to complete the forms, make it easier to code, allow data analysis, and increase responsive rate.

Respondents should be informed about the purposes and objectives of surveys by (i) giving clear information about the objectives and purpose of the questionnaires and assuring them that the information are confidential and would not be used for tax purposes; (ii) publicising these information over the radio, TV and in newspapers.

The existing legal framework for enforcing data collection in the private and public sectors should be strengthened and the laws enforced.

The logistical base for data collection and analysis should be strengthened; this includes training interviewees, analysts, enumerators etc.

There should be a coordination of the various agencies responsible for data collection on manpower and a data bank for all information that can be used for manpower planning.

New sources of data for manpower should be explored. These should include conducting surveys into the informal sector of Liberia and making use of Annual Reports from the Government, International Agencies like the ILO, UNECA, etc. and old surveys.
REPORT OF THE WORKSHOP
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I. Background and Objectives

1. The Government of Liberia (GOL) has long recognized the need to institute a systematic manpower and employment planning process within the nation's overall development planning framework. At the policy making level, a Manpower Commission was created in 1966 by an act of legislation. A manpower planning unit was subsequently established within the Ministry of Planning and Economic Affairs (MPEA) in 1973 which was elevated to a Divisional status in 1974 primarily to serve as the technical arm to the Manpower Commission. A Bureau for planning and human resources development was established in the Ministry of Labour in 1976. The Ministry of Education housed a Bureau of Education Planning headed by a Deputy Minister. Individual ministries, agencies and enterprises perform manpower and employment planning functions with different emphasis and intensities.

2. Despite these and other efforts, Liberia continues to suffer from the following human resources problems that result primarily from institutional and staffing inadequacies:

   (a) shortage of qualified, trained and motivated workers at all levels of national economic activities;
   
   (b) inadequate data base for projecting future manpower supplies and requirements and for formulating and administering manpower and employment policies and programmes;
   
   (c) lack of discernable operational linkages between central manpower and employment planning agencies and other sectoral agencies responsible for manpower and employment planning;
   
   (d) inadequate supply of manpower and employment planners.

3. It should be further recalled that Liberia has played and continues to play a role in the activities of the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization. This Conference is established, in response to the Lagos Plan of Action, by the ECA Council of Ministers through Resolution 389(XV) with a mandate to review, harmonize, rationalize and co-ordinate human resources development and utilization policies and programmes in Africa. The Government of Liberia hosted the first meeting of the Conference in 1981, and assumed its chairmanship for the period 1981-1984.

4. The Conference has had two meetings to date. During both meetings, the Conference called upon African Governments, with inputs from the Economic Commission for Africa and other interested agencies, to among other things,

   (a) provide adequate resources and commitment for implementing the decisions of the Conference with respect to:

       - according priority to human resources planning, development and utilization within the framework of overall national development;

       - the establishment and staffing of a central administrative organ responsible for coordinating and harmonizing human resources management activities within the economy;
the establishment and staffing of sectoral human resources planning and programming units.

(b) review existing human resources management institutions, strategies, and programmes with a view to making them adopt a more responsive and innovative approach to ensure:

- the production and mobilization of the types, levels and quantity of human resources required in administrative, managerial, entrepreneurial and technical fields so as to fill existing skills gaps and to provide those skills required for Africa's long-term structural transformation as called for in the Lagos Plan of Action, and thereby reduce Africa's heavy dependence on foreign manpower for the development of its huge natural resource base;

- the implementation of policies, guidelines and schedules for monitoring human resources planning, development and utilization programmes;

- the undertaking of innovative action-oriented programmes which would identify and stimulate initiatives for conceptualization and development of appropriate measurement and projection tools, concepts, methodologies and models for human resources planning, development and utilization at both national and regional levels.

5. In an effort to implement the above decisions, and particularly to address the nation's present manpower and employment planning institutional and staffing inadequacies, the Government of Liberia requested the Executive Secretary of the United Nations Economic Commission for Africa (UNECA) to collaborate with the Government in organizing and executing a national manpower and employment planning staff development workshop. This initiative was followed by an ECA consultative mission from 8-9 April 1985. These consultations resulted in the constitution of an inter-agency workshop committee, chaired by the Ministry of Labour, with the Liberian Institute of Public Administration (LIPA) and the Ministry of Planning and Economic Affairs as members, to organize and coordinate the workshop activities.

6. The long-term objective of the workshop was to enhance the Government of Liberia's efforts and operational effectiveness for a better human resources development and utilization planning process within the framework of Liberian development objectives, needs and planning machinery. Specifically, the workshop was aimed at achieving or contributing to the achievement of the following immediate objectives:

(a) to strengthen the data and information base for effective manpower and employment planning in Liberia by:

- reviewing and adjusting, when and where necessary, existing manpower and employment data collection forms, questionnaires, methodologies and processing procedures;

- assembling and analysing existing relevant data and developing an indicative 5 year manpower demand projection for the public sector and the agricultural sector;

(b) to strengthen national staff capabilities for the production and analysis of human resources and related statistics by:
- fostering the understanding of the types, utility, and source of manpower and employment data required and available for planning purposes;

- developing basic skills in forecasting and projecting employment, manpower supply and demand by industry and occupational classification;

- developing familiarity with techniques in collecting and applying data to planning various types of programmes for employment and human resources development;

(c) to strengthen national staff and institutional capabilities for formulating and administering related manpower development and utilization policies and strategies by:

- fostering the understanding of basic manpower and employment management concepts;

- reviewing existing and specifying expected functions of manpower and employment planners and how those functions relate to other functions within the overall national development process;

- developing skills in analysing and utilizing labour market information, production statistics, population statistics and education statistics for development planning purposes;

- reviewing, assessing and specifying administrative and institutional structures for manpower and employment planning and how these relate to other planning structures and institutions;

- reviewing associated issues and guidelines for the formulation and implementation of manpower and employment policies.

II. Attendance and Organization

37 senior and middle-level personnel from the following ministries, agencies and institutions participated in the workshop:

- Ministry of Youth and Sports
- Ministry of Education
- Ministry of Agriculture
- Ministry of Planning and Economic Affairs
- Ministry of Health and Social Welfare
- Ministry of Labour
- Civil Service Agency of Liberia
- Liberia Institute of Public Administration
- Liberia Electricity Corporation
- Liberia Telecommunications Corporation
- Liberia Industrial Free Zone Authority
- Agriculture and Industrial Training Bureau
- Cuttington University College
- University of Liberia

8. General lectures, followed by discussions and exchange of views, were held in plenary. Prior to the first plenary session, a high-level seminar on human resources problems in Liberia was held with the following Government officials constituting the discussion panel:
During the plenary sessions participants considered and discussed the following topics:

(a) Review of the status and effectiveness of manpower and employment planning institutions in Liberia

(b) Employment and manpower concepts within the development framework

(c) Data requirements and sources for manpower and employment planning

(d) Identification and analysis of available data and information for manpower planning in Liberia

(e) The relevance and role of manpower and employment planning in National Development Planning

(f) Improving manpower and employment survey techniques and methods in Liberia

(g) Forecasting manpower supply and demand techniques

(h) Structure and problems of employment management programmes in Liberia

(i) Issues and elements of manpower and employment policy formulation and administration

(j) Review of vocational and technical training programmes and practices in Liberia

(k) Issues and elements of manpower and employment policy formulation and administration

(l) Organizational structure and staffing requirements for a comprehensive human resource management system
10. Five days were spent in group sessions. Participants were divided into three working groups. Group one examined and modified existing manpower and employment data collection forms and questionnaires and developed an indicative 5-year manpower demand projection for the Liberian public sector and the agricultural sector. Group two reviewed existing manpower and employment planning institutional arrangements, their staffing capacities, staff and unit functions and sectoral linkages; and developed an alternative structure for ensuring a comprehensive human resource management system in Liberia. Group three analysed existing policies on employment, income, education, training, labour-management relations and human resources planning and developed a series of guidelines that would make future policy formulation more effective. Group reports were presented, discussed and adopted in plenary and are part of this report.

11. The findings and recommendations of the workshop were presented to the Government of Liberia by the participants through the Minister of Labour during the official closing of the workshop on 30 August 1985.

III. Opening

12. The workshop was opened by the Hon. T. Ernest Eastman, Minister of Foreign Affairs who delivered the Keynote Address. Present were the UNDP Representative to Liberia, the Director-General of the Liberian Institute of Public Administration and the Deputy Minister for Planning from the Ministry of Planning and Economic Affairs.

13. In welcoming participants and introducing the guest Speaker, the Hon. Nyundueh Mornorkonmana, Deputy Minister for Planning and Human Resources Development, Ministry of Labour, stressed that the issue of human resources management requires not only recognizable efforts such as the workshop; but also requires national commitment to the realisation of the workshop results. He urged participants to consider as a priority, the problem-solving options offered by the workshop with national zeal and enthusiasm so as to provide policy makers with relevant tools for decision making particularly with respect to investment in the human resource sector.

14. In his opening remarks, the Minister of Foreign Affairs told participants that the Government's goal to sustain economic growth and balanced development cannot be attained without the involvement of the majority of the Liberian people in the development process, and without the more efficient and effective utilization of all available resources including the human resource base. He expressed his concern over Liberia's continuous human resources problems despite numerous efforts toward a better human resource management in recent years.

15. The Honourable Minister summarized the principal features of the Liberian human resources situation as being (i) the existence of a high population growth rates; (ii) the shortage of different types and levels of trained manpower; (iii) a high level of adult illiteracy; (iv) a growing level of unemployment; (v) deficiencies in the educational system, and (vi) lack of coordinated policies and programmes for manpower training. He then called all concerned agencies to take concerted action and to get involved in undertaking
new and challenging tasks with respect to human resources development. The
Minister concluded by expressing the hope that the workshop would be a success
and that it would make positive contribution to human resource development
in Liberia.

16. A representative from the United Nations Economic Commission for Africa
(UNeca), Dr. Toga G.S. McIntosh, then made a brief statement on behalf of the
Executive Secretariat of the Commission. He noted the role the Government and
people of Liberia played and continue to play in the deliberations of the
Conference of Ministers Responsible for Human Resources Planning, Development
and Utilization. On the role of the human factor in the development equation,
the ECA representative stressed that the extent to which Liberia would be able
to formulate and implement policies and strategies would depend heavily upon
the development and operation of an effective human resource management system
within the overall process of development management.

17. He told participants that ample stock of human skills, knowledge,
attitudes and efficiencies in various forms will be needed to develop and trans-
form other natural resources for the production and distribution of development
benefits. He then expressed the hope that the workshop and its follow-up
action would assist in laying the groundwork for the development and utilization
of a quality manpower base, and pledged ECA's continuous support and commitment
to the Government of Liberia in her efforts for socio-economic development.

IV. Report of Proceedings

A. High-Level Seminar:

18. A review paper on the structure of the Liberian economy and the National
Development Plan objectives was presented by The Hon. Robert F. Neal, Assistant
Minister for Sectoral Planning in the Ministry of Planning and Economic Affairs.
He focused on the main objectives and strategies of the 1981-1985 plan and
highlighted implementation problems and progress made relative to the achievement
of these objectives.

19. Regarding the question of performance, the Assistant Minister argued that
the economic decline over the last five years resulted primarily from a
continuing weak performance of the Liberian export sector where the trend of
earnings had declined by 28.9 percent between 1980 and 1983. He told participants
that domestic efforts to improve the performance level have been constrained by
a number of real development problems including the existence of
- a highly dualistic economy dominated by foreign factors of production
  and exchange;
- a slow-down in the rate of economic growth during the late 1970's followed
  by a negative growth during beginning 1980;
- a public sector financial crisis flowing from an imbalance in Government
  revenue and expenditure;
- a slow-down in business activity and a contraction in the deposit base
  of the commercial banks;
very high rates of unemployment in Monrovia concurrent with labour shortages in rural areas;
- a high rate of illiteracy and low levels of skills in the work force; and
- inadequacy of facilities for providing health care and education.

The point was made during the presentation that the complex nature of the problems facing the Liberian economy was responsible for the scope and direction of the strategies adopted in the second National Development Plan. These strategies, as outlined by the Assistant Minister, were as follows:

(i) Revival and diversification of the economy;
(ii) Augmenting the local value-added in the Economy;
(iii) Improving income distribution;
(iv) Re-establishing confidence in the private sector;
(v) Improving public sector finances;
(vi) Relieving urban unemployment and making rural life more attractive; and
(vii) Accelerating human resources development.

Participants were informed that the global plan objective is geared toward the improvement of the key sectors of the economy. Accordingly, highest priority is given to ongoing projects or those that are at a very advanced stage of preparation followed by projects that would yield high returns and were at an advanced stage of preparation.

Following the presentation, a panel consisting of six high-level Government Officials discussed the human resources implications of the plan objectives and strategies. The panel focused the discussion on (i) the problem encounter in and need for effective manpower planning and management in Liberia; and (ii) policy requirements, policy formulation and policy implementation.

With regards to the past a number of observations were made and discussed. Included were the following:

(i) that the issue of manpower shortage in the economy may not be as serious as is usually presented. The view was expressed that these shortages are artificially created for the most part and that the problem is one of resource management.

(ii) that regulations and government attention in the job market is one-sided, favouring the urban monetized sector. The need to develop measures that would minimize the retrenchment of labour in the agricultural sector in this regard was stressed and agreed upon as an effective approach.

(iii) that the educational policy and system need re-orientation to address the many structural imbalances in the labour market and re-direct the attitudes of existing manpower
(iv) that the Government's Liberianization policy lacks the legal authority and institutional framework to enable its effective implementation. The issues of nationalism, development consciousness, and quality Liberian manpower were identified as the bedrock for the policy.

24. On the administration of policies, the panel agreed that over the years, the Government has developed a number of policies; but that the objectives of these policies were not vigorously pursued. It was also noted that, though set, these policies were not scientifically defined and designed.

25. During the discussions which followed, participants observed that certain actions will have to be taken to ensure that the observations made are fully addressed in identifying the type of action required. It was agreed that (i) efforts be made to close the data gap to allow for effective manpower and employment planning; (ii) an assessment of training needs be undertaken; (iii) efforts to improve the quality of graduates from the education system, teachers, facilities and textbook production be intensified; (iv) government should implement as best as possible, suggestions made by participants of the workshop regarding these matters.

B. Plenary sessions:

(a) Review of the status and effectiveness of manpower and employment planning institutions in Liberia

26. A resource person from the ECA presented a working document titled "Manpower and Employment Planning Institutions, their Staffing Arrangements and Policies in Liberia" to introduce this topic. During the presentation, participants noted that despite the many laudable efforts made by the Government of Liberia in the area over the years, Liberia continues to suffer from (i) weak, ineffective and disintegrated national and sectoral manpower units and departments at the operational level; (ii) an acute shortage of qualified and trained manpower and employment planners within the economy; (iii) the absence of a set of clear, comprehensive and appropriate manpower development and utilization policies and strategies for national development. It was agreed that the combined consequences of the above have resulted in a poor and inadequate data base for manpower and employment planning, the shortage of critical manpower, and the mis-match and underutilization of available human skills and knowledge.

27. On the question of institutional arrangements, the workshop reviewed and discussed past and present structures and efforts. The nature, composition and constraining factors of the Manpower Commission, which was created in 1966, were considered. It was noted that factors such as (i) the lack of a functioning secretariat; (ii) the lack of interest in manpower planning; (iii) the extreme duplicated compositional structure of the Commission, the National Planning Council and the Cabinet, and (iv) the lack of a co-ordination and communication system collectively contributed to the Commission's low level of achievement which meant a loss to Government in terms of finance and human efforts. A brief description was made on the structure and function of the Social Planning Division in the Ministry of Planning and Economic Affairs, the Bureau of Planning and Human Resources Development within the Ministry of Labour and some organs in certain key agencies (i.e. Education, Agriculture, Liberia Industrial Free Zone, Liberia Telecommunications and Liberia Electricity Corporation).
28. Regarding institutional effectiveness, participants observed during the discussion that much was still to be done and that the traditional cry of lack of data was only a symptom of the present low level of effectiveness. It was agreed that efforts should be intensified to strengthen (i) the functional relationship between the primary manpower and employment planning and other sectoral organs within the overall development planning system; (ii) programming and programme implementation capabilities; and (iii) measures for the development and utilization of manpower and employment planning personnel.

29. Policy issues were also raised. Basically, participants agreed that underlying the ineffectiveness of existing institutions was the lack of adequate policy statements and strategies. It was observed that very little has been done by way of policy formulation. Another related issue discussed was that of policy implementation. It was generally concluded that a major human resource management problem in Liberia over the years is the lack of institutional arrangements that would facilitate the formulation and implementation of manpower and employment policies.

(b) **Manpower and employment concepts within the development framework**

30. This topic was presented and discussed in two stages. First, manpower planning concepts were considered. For this, a document on "The Nature and Scope of Human Resource Management with Implications for Manpower Planners in Africa" was presented by the ECA resource person. Concepts such as "human resource", "human resources" or "manpower", "human resources development and utilization planning", were considered and explained within the context of development planning and programming.

31. During the presentation, participants were told that human resource was a sub-set of the total natural resources stock of Liberia; and that it is the human resource base which initiates the transformation process of the other natural resource base. Consequently, the role of the manpower planner in the entire process of development management was stressed. In this connection, the workshop noted and agreed that not only should such a role be associated with the administration, organization and execution of programmes; but should also be aimed at establishing equilibrium between policies and strategies for the development and utilization of Liberia's human resources. A second point emphasized is the role the individual will have to play in the development and utilization of his or her inherent resources. It was felt that much depended upon the abilities of owners of the resources to identify them as productive forces and to exploit the inner drive, initiative, goals, desires and curiosity which are invisible within every human being.

32. Following discussions on the definition of manpower concepts, the workshop agreed on the following operational definition:

**Human Resource**: Can be described aggregatively as a stock of a nation's human beings who can be drawn upon to bring about present and future production and distribution of goods and services. As such, the human resource stock should be planned, developed and utilized on a systematic basis.

**Manpower or Human Resources**: These are essential variable inherent within each unit of a nation's human resource stock. They are the resources available to each human being and can be traded between users and owners to improve their respective living conditions. These variables, whose combined effect would
yield a high level of labour productivity if properly developed and utilized, are interchangeably referred to as "labour", "human value", "manpower", "human power" and human resources. They can be described as skills, knowledge, attitude, fitness and efficiency.

**Human Resource Planning:** An analytic and systematic process which provides the basis for determining and monitoring measures and strategies that would manage
- the in and out-flow of men and women in the present and future work force;
- the distribution of the work force by sectors, region and industry, and
- the number of human beings who can be drawn upon for production and distribution of goods and services for now and the future.

**Manpower Planning:** A systematic and analytic process which focuses on two areas of concern. One, the process assesses and determines quantitatively the nation's present and future stock of and need for skills, knowledge, attitude and fitness by types and levels indicating gaps and imbalances in accordance with national needs. Secondly, the process of manpower planning assesses and determines the quantitative adequacy of health services, food content and intake and school enrollment and outputs.

33. The second part of the topic was presented by the ECA representative. The presentation covered concepts such as labour force, employment, underemployment, unemployment and labour productivity. Attempts were made during the presentation and discussions to consider these within the realities of the Liberian economy making use of the traditional definition to provide a useful departure point. It was the consensus that any meaningful consideration of the above concepts must first and foremost take into account the stratified nature of the Liberian economy. As such, the workshop considered the above listed employment concepts within the framework the rural/urban and formal/informal sectors relationships.

34. In respect to developing working definitions of the various concepts, participants arrived at the following definition and observations:

**Labour force:** The segment of the population pyramid which comprises all persons between the ages of 10 and 65 years who are willing and able to work, seeking work or who are actually engaged in work less the disabled, full time students in educational institutions and the sick. Homewives and unpaid family workers within the age group were not excluded in view of the opportunity cost they generate from their services. The high growth rate of this labour force at a time when the absorptive capacity of the economy was in doubt was noted with participants calling for measures that would ease the disparity gap.

**Employment:** Can be described as the engagement in the production of valuable goods and services that bring economic, material, and socio-cultural benefits to the individual and society as a whole. The issue of work was also discussed. Participants agreed that work can be considered as a process through which employment is effected and anyone engaged in the process is to be considered to be at work either for wage, profit, own consumption or for self-fulfillment. It was also agreed that indicators, such as time required to produce a given output, the quantity and quality of output per input and the value assigned to the final output are vital to the measurement of employment.
Under-employment: Two conditional definitions were established. One describes a situation where a worker or a group of workers can be withdrawn from an activity with no decline in output. The other sees the situation as one in which the requirements of a job in which a worker is placed could have been performed by another worker with far less qualification than the incumbent worker. It was agreed that the existence of both cases implies that national human resources are misused with respect to development.

Unemployment: All persons in the labor force who are willing and able to work, but who have failed to find work. It was however noted that this phenomenon is pre-dominant in the formal wage economy particularly in urban areas. Secondly, magnitude of unemployment which is increasing in recent years has become a stimulating factor for the growth of a marginal but significant urban informal sector.

Labour productivity: A relationship index describing output per unit of human resources inputs. Participants underscored a number of associated elements that must be taken into account during the measurement of such an index. These include time, human, material and capital resources; the quality level of the inputs and outputs; and the incentive package surrounding the production of the output.

35. Discussions of the manpower and employment concepts led the workshop to emphasize two major points. First the need for research on and standardization of these concepts with a view to integrating them more effectively in over-all national development planning in Liberia was highlighted. Secondly, it was unanimously felt that factors such as experience and investment can be significant to ensuring a quality labour force and higher employment rates respectively.

(c) Data Requirements and Sources for Manpower and Employment Planning

36. An ECA working document titled "Types, Utility and Sources of Data and Information Required for Manpower and Employment Planning" was presented by the ECA representative. The presentation was addressed to answering the following broad questions: (a) Why do manpower and employment planners need data? (b) Which type of data and information would be of interest to the manpower and employment planner? and (c) Where and how can the data be found and processed? During the presentation and the exchange of views, the workshop noted a number of issues in response to each of the above questions including the following:

37. As concerns manpower and employment planners' requirements for data the workshop established the need for statistics and information so as to enable manpower and employment planners:
- evaluate current and estimate future manpower supply and demand situations relative to national policies, goals and objectives;
- identify manpower development and utilization problems for policy formulation and policy management;
- ensure an effective distribution of skills and careers within sectors and regions.

38. It was the consensus that the fulfilment of the above need imposes upon the manpower and employment planner the responsibility to effectively (a) identify the types and forms of data and information required; (b) locate, process and analyse available administrative and quantitative data and information
and (c) collaborate with other data collectors in data gathering and processing.

39. Regarding production information, it was generally agreed that agriculture, industrialization, trade and services play a significant role in the productive lives of the Liberian people. As such, activities in these areas provide employment and account for greater income of a large part of the population. Therefore, indicators in connection with national efforts aimed at efficiency and increased productivity in each of these sectors, will have to be analysed to specifically assist the manpower planner with the:

- formulation of employment generation and distribution policies and programmes;
- determination of present and future manpower needs;
- development and monitoring of a system which ensures labour transfer from say agriculture to industry or to the tertiary and informal sectors or vice-versa.

40. Demographic indicators on the other hand were considered useful to guide manpower and employment planners in determining the size, nature, direction and frequency of movements and distribution of the population. It was noted that these are basic factors in determining the magnitude and character of the demand for goods and services as well as the extent and quality of the labour resources for their production. Consequently, their analysis could lead to better manpower development and utilization policy formulation, programming and management.

41. The workshop agreed that social statistics would be needed to enable the manpower planner assess and formulate policies and programmes that would evolve the following inter-related inputs for the enhancement of labour productivity:

- the planning and execution of adequate health and nutrition programmes;
- the content, appropriateness and distribution of education and training opportunities, facilities and programmes in relation to population dispersion, composition and national needs;
- the institutionalization of direct and indirect incentives and reward system for productive activities.

42. Finally, the workshop considered the financial information which relates to national and personal generated and disposable incomes, savings and consumer price indices to facilitate the assessment of:

- the labour absorptive capacity of the economy;
- future and present manpower requirements by types and levels;
- employment generation strategies and options.

43. In considering the second question, participants discussed the nature of those factors that influence the demand for and supply of human resources. Factors considered on both sides of the equation were as follows:

On the demand side:

- labour productivity in terms of quality output per unit of time and resources;
- tax structure, tax administration and investment incentive packages;
- public and private saving and investment trends and patterns;
- national development goals, public expenditure patterns, and monetary policies;
- labour laws regarding workers' safety, reward, security, training and career development;
- consumers' present and future demand patterns and composition of goods and services produced.

On the supply side:
- environmental and social working conditions and place of work;
- social demand functions relative to status in society and the meeting of basic needs;
- skill-upgrading and general manpower development programmes such as:
  - curriculum
  - school facilities and systems
  - training programmes, and
  - self-development programmes
- labour laws and practices regarding workers' safety, security, training, career development, income and bonuses;
- career guidance, counselling, job information, and placement procedures;
- population flow due to death, retirement, birth, migration and worker turnover.

44. The workshop agreed that manpower and employment planners should collect, process, and analyse statistics on production, population, social activities and financial transactions if the gap between these two sides is to be kept at a minimum. The utility of each of these aggregate was also discussed.

45. The population census was identified as the primary information source. Government and non-government reviews, reports and administrative records were also identified. Several other sources, which are often used, were identified and noted in the workshop. Included in these were:

Labor force surveys
Establishment surveys
Household surveys
Industrial and agricultural surveys
University and independent research papers
Labour market surveys
Economic development and education plans
Education and training statistics
Economic surveys
Reporting system of vital and migration statistics, social security programmes, and labour union policies and practices.
46. On the basis of the discussion which emerged during the consideration of data requirement, it was agreed that a need existed to strengthen national institutional and staffing capabilities for the collection, processing and analysis of data and information, if effective manpower and employment planning activities are to be carried out meaningfully.

(d) Identification and analysis of available data and information for manpower planning in Liberia

47. In presenting this topic, Prof. Faphounda, the workshop consultant reviewed a number of statistical tables about various economic and social activities in Liberia. Also reviewed were existing data sources and types suitable for use in manpower planning in Liberia.

48. The sources included population census, various surveys such as those on employment, industrial establishments, production of agricultural and industrial establishments, household surveys undertaken by government, studies undertaken by independent researchers in the University of Liberia and the Cuttington University College, international organization and private firms.

49. The analysis shows that some of the surveys were done routinely with limited logistical support to ensure high coverage and responsive rates. A standard practice, particularly with the Government surveys, was to expect respondents to take responsibility for returning questionnaires. Major institutions that are responsible for collecting most of these data are the Ministries of Planning, Labour, Education, Health and Agriculture.

50. In the discussion that followed, it was found that the entire process lacks coordination of programmes and efforts between the various data gathering organs.

51. Several types of data that could be used for manpower planning purposes in Liberia were identified: These included demographic, social, educational, economic and financial statistics. Demographic data include the 1974 census report which shows data broken-down by various demographic characteristics by location. Vital statistics of birth, death registration, migration, etc. are also reported. Economic statistics identified include data on gross domestic product at factor cost broken down by sectors of production and both at constant and at market prices.

52. Also identified are quarterly reports of industrial organizations giving information on the number of employees, hours of work, number of days worked, overtime period, income earned and tax deductions. The report also gives information about people employed and those laid off. There were data from the educational institutions giving enrolment, by class, repeaters, graduates number of teachers and their qualification, teacher/student ratio, etc. An ample amount of processed financial statistics exist in Liberia, as well as data about industrial and agricultural output. Statistics on the volume, value and unit price of major imports and exports were also identified.

53. A sample of the identified data was selected for analysis and discussion. The idea was to show how the data could be used for manpower planning purposes. In discussing the table containing some demographic indicators, participants noted that over the years, the Liberian population has been growing at an increasing rate, from 3.1 in 1980 to 3.4 in 1984. Also noted was that the
death rate has been falling and birth rate has been falling but at a lesser rate than death rate. The implications of these were discussed in terms of population and labour supply. Figures on dependency ratio over time were examined and the meaning of the concept explained. The implications of these for manpower planning were also discussed. The age-group data was used to give information on children of school age, labour supply, dependency ratio, etc.

54. Another table examined was that of sectorial origin of gross Domestic product (GDP) at factor cost. The meaning of GDP was given, and the distinction between national output at factor cost and at market prices were explained. The general trend of output from 1980-1983 was discussed. At constant prices, the growth rate in Liberia has been consistently negative. The output of each of the sectors were noted and discussed. The implications of the output in relation to labour demand were discussed. These figures were related to those on demographic indicators and it was noted that while the population, labour force etc were growing, the values of GDP were decreasing. The implications of these findings were discussed.

55. Another table studied was that on volume, value and unit price of major exports 1979-1983. The table showed the extent of the dependency of Liberia on export earnings and compared with the Data or GDP, the extent of the vulnerability of the economy on world economic recession was noted. The implications of these for unemployment, migration, etc. were discussed.

56. These discussions led to the consideration of issues relating to the problem of rural to urban migration and employment and income in the informal sector. In discussing rural-urban migration, the push, pull and neutral factors affecting migration were identified and discussed. The Todaro "expected income" hypothesis was compared with the "demonstration effect" hypothesis as being the causes of rural-urban migration. This led to the discussion of the importance of the informal sector and the need for information on the nature, size and characteristics of that sector.

57. The workshop concluded that a substantial amount of the type of data needed for manpower planning exist in Liberia. Also concluded is that some manpower planning, using these data is done but that a need exists to better coordinate the activities of the various sources in order to avoid duplication and waste. It became evident that the data available are not being effectively used. Much more could be derived from the data available if they were properly analysed. It was agreed that adequate investment has to be put into (a) collecting more data; (b) ensuring that the data are reliable and regularly obtainable and (c) analysing the data.

(e) The relevance and role of manpower and employment planning in national development planning.

58. A paper was presented on this topic by Prof. O.J. Fapohunda. In discussing the meaning and scope of planning, he told participants that planning could be seen as one of the social drives of society: a drive which is not biologically inborn, but one which is learned in society and upon the satisfaction of which rests the survival of society. Consequently, he stressed the need for planning and stated that the normal interplay of private action and market forces (Adam Smith's invisible hand) often results in situations which a nation is not willing to tolerate and which can only be improved by means of a control mechanism,
i.e. planning. He mentioned the changes societies have undergone over the years from being one dominated by "laissez-faire" principles to one where state intervention is accepted to varying degrees in many aspects of every-day life.

59. The important components of general planning identified include a sequence of actions which are designed to solve problems in the future. Participants were then informed that all planning including manpower and employment has been said to involve a sequential process which can be conceptualised into a number of stages such as:

- the identification of the problem;
- the formation of general and specific goals and measurable objectives relating to the problem;
- the identification of possible constraints and ways of dealing with them;
- the projection of the future situation;
- the generation and evaluation of alternative courses of action;
- the production of a preferred plan which in its generic form may include policy statement or strategy as well as a definite plan of action.

60. The consultant distinguished "indicative" planning which merely lays down general guidelines and is advisory in nature, and "imperative" or "command" planning which involves specific directives. Planning, he noted, can be short-range or long-range and could be multipurpose in direction. He concluded the first part of the paper by narrowing down the concept of planning as (i) a process of thinking ahead, (ii) a method for anticipating difficulties, (iii) a method for seeking through reasoned action based on foreknowledge to guide the course of development toward desired goals and (iv) a tool which approaches the future with systematic analysis so as to minimize surprises uncertainty, mistakes, and wastes.

61. In the second part of the paper, participants discussed manpower planning as being an integral part of economic development planning. The essence of having an economic development plan for a country to speed up the economic growth of that country was elaborated upon. It was stressed that when developing countries started the process of systematic economic development planning in the 1950's, it was thought that the engine of growth was the development of industry. Therefore priority was accorded industry in the allocation of funds in development plans. During this time, manpower planning was regarded only as a means of forecasting future requirements and of ensuring availability of high level manpower resulting in placing greater attention on higher technical and university training. Participants were subsequently informed that since the 1960's, developing countries have come to realise that the emphasis on industry to the neglect of agricultural development did not give the desired economic growth. As a consequence, interests grew in educational planning and in comprehensive employment planning, which enlarged the scope and importance of manpower planning in Africa.
62. Certain issues were raised in connection with the relationship between manpower planning and development planning. It was said that within the framework of national development planning, goals are set, rates of growth are given, and priorities are stipulated. The relationship begins with the planning of manpower resources within the nation's educational system, to cooperate with other resources to achieve the given rate of growth and the nation's pre-set goals and objectives. This has led to the realisation that an economic development plan, which sets goals and national objectives, is a pre-requisite for the success of a manpower programme.

63. Participants were also told that to have an effective manpower planning programme, a comprehensive manpower analysis has to be made. In this regard, a process was illustrated: First a reference period is defined usually corresponding to a development plan period and development projects identified. This is followed by the identification of various skills that will be needed, to execute the projects. The identified skills plus the amount of labour required to maintain the existing level of output represents the total demand for labour during the plan period. Against this is set the present supply of labour less an estimate of those who will either die or retire plus the number of individuals who are in training, giving a net balance. Policy decisions are then made to influence training so that any imbalance of manpower skills supply to demand during the plan period is adjusted. It was stressed that the policy decisions have to ensure that the correct form of education is given to the predetermined number of students so that the required proportion of the labour force possesses the required skills needed by the country to achieve the goals and objectives of the development plan.

64. The consultant then identified a typical process for integrating manpower planning with economic development planning. Before doing so, participants noted a number of points that should be of utmost concern within the process of manpower planning. It was agreed that manpower planning should be concerned with (i) the total labour force and not be limited to high-level manpower to the neglect of the rural labour force; (ii) skill development and employment creation not limiting itself to the analyses of national and sectoral aggregates since such aggregates are often of relatively little value in elaborating, implementing and evaluation action programmes at the regional and local levels.

65. Other issues considered were that special attention has to be paid to regional and local peculiarities by the manpower planner and that manpower planning be a continuous programme of activity. The need for a repeated and chain of activities at all levels encompassing assessment, planning, implementation and evaluation of manpower and employment dimensions of the economic development process was stressed. This, participants were told, meant that attempts to integrate manpower planning into development planning must proceed in stages as follows:

(i) assessment of existing situation in the manpower and related field;
(ii) participation in the preparation of the drafts of the development plan;
(iii) preparation of the manpower and employment chapter in the final version of the plan;
(iv) evaluation of manpower and employment performance during the plan implementation.
66. The discussion that followed centred on the extent to which manpower planning is integrated with development planning in Liberia. It was felt that while the idea of manpower planning is not new in Liberia, the situation in which manpower planning is integrated with development planning has not evolved effectively. The need for strengthening this linkage was discussed. Participants then discussed the relationship between economic development planning in Liberia and employment creation. It was noted that some projects in the development plan are undertaken by foreign governments or companies and the multiplier effect of such projects take place in the foreign countries because the materials, equipment, skilled labour and even the food and household wares of the workers are imported from abroad. The participants discussed the need to re-orientate the educational content and systems towards achieving the development goals of the country.

67. In the public sector manpower planning is done mainly but takes the form of who is to be promoted. All the arms of government undertake manpower planning in one form or the other. These have to be integrated. Also noted was that firms in the private sector do a lot of manpower planning and that manpower planning is more efficient in the private sector than in the public sector. It was then agreed that the public sector should integrate manpower planning with development planning.

(f) Improving manpower and employment survey techniques in Liberia

68. The Economic Commission for Africa Consultant presented this topic. He began with a review of the types of sources of data and information required for manpower and employment planning that were discussed in previous sessions. He re-emphasized the need and utility of data within the planning process, drawing participants' attention to those factors that influenced both the demand and supply sides of the labour market.

69. Participants were re-told that manpower and employment planners need to collect, process and analyse statistics on production, population, social activities and financial transactions. The brief review touched on the following types of data as being very necessary and important to the manpower and employment planner and which existed for use in Liberia:

- total population by age, sex, level and type of education and labour force status
- total labour force by age, sex, occupation, industry
- level and type of education, and employment status - employed, unemployed, underemployed
- classification of labour force by sector or activity
- occupational classification of labour force
- industrial, agricultural output figures; national output data - GNP, GDP
- financial data about public and private, incomes expenditure, savings and investment
- educational and training statistics.
A question on how to collect the statistics through surveys led to the discussion of different types of surveys and sampling techniques. Two basic types of sampling techniques were discussed: (i) Random or Probability sampling, and (ii) Non-probability sampling. It was noted that Random or Probability sampling can be divided into three types, namely, simple random sampling, stratified random sampling, and clustered or multi-staged random sampling.

Three types of non-random sampling were also identified. These are: accidental sampling; quota or representative sampling; and purposive sampling. Each of the various types of random sampling and non-random sampling were discussed with participants noting their respective advantages, uses and limitations.

Next, participants discussed the various stages of conducting a survey and the problems that could be met at each stage considered. These problems include: (i) the preparation for the survey; (ii) the choice of sampling techniques; and (iii) the training of the enumerators. The issue of timing was stressed with participants noting that timing includes not only the time of the year that the survey is covered; but also the time of the day when interviews are conducted. It was therefore agreed that the dimensions of the problem suggests that the timing of surveys should be fixed to suit all respondents and cover all possible respondents. The workshop discussed the problem of the interviewers knowing what they are to do themselves. The proper training of the interviewers was felt to be important so as to know the meanings of the questions asked and be able to guide in the provision of appropriate answers.

The point that respondents might not answer questions for many reasons or might give wrong answers was stressed. This may be due to the fact that the questionnaire is either too long or that the respondents think the government would use the information for tax and other purposes. To increase the response rate in Liberia which at times is as low as 30 per cent or less, it was felt that the respondents should be (i) educated about the conduct of the survey beforehand either through the radio, television or newspapers; (ii) told of the usefulness of the survey; (iii) assured that the information collected would not be used for non-planning purposes; (iv) informed of the results and reminded of the promise made to them while collecting the data; and (v) told of what use the results are being put.

Another point made during the discussion related to the practice of asking for the names of respondents. It was argued that this should, as much as possible, be discouraged. Participants felt that questionnaires should be short hence all unnecessary questions should be eliminated.

Specific issues were raised, discussed and agreed upon in respect to designing of questionnaires: Attention should be paid to format; age range should correspond to international practices; questionnaire code number should be on the top right cover of title page for ease of reference, codes for the answers should be separated from the answers to ease coding and prevent confusing the respondents about where to put the answers.
76. Participants also discussed the problem of analysis of data and talked at length of the 1981 Manpower Survey conducted in Liberia. The weakness of the survey was discussed and the need not to repeat the mistakes was stressed. It was then decided that these forms and techniques will be examined closely in the working group sessions.

(g) Forecasting manpower supply and demand techniques

77. In introducing this topic, the consultant briefly reviewed the implications and content of manpower planning in development planning and pointed out the role of forecasts and projections in a manpower planning exercise. Participants were told that estimating future manpower needs and supply follows a process which the consultant identified as follows:

(i) Examination of past trends
(ii) Identification of current situation
(iii) Development of a working model of the systems
(iv) Developing assumptions about how the important variables in the system are likely to behave in the future
(v) Application of the assumptions within the model to extend the past performance of relevant variables into the future.

78. It was pointed out that the accuracy of any forecast or projection will depend on the realism of the assumptions made and on the identification of all the relevant variables. During the discussion that followed and in response to a question, the distinction was made between descriptive projections which show things as they are likely to be and normative projections which show things as they ought to be.

79. The consultant then identified and explained three types of forecasts: These were:

(i) Unconditional forecasts which assume that the various influences upon demand, including present policies will continue to evolve in much the same way as in the past;
(ii) Conditional forecasts which explicitly assume a major change in conditions, such as the achievement of a substantially high rate of economic growth;
(iii) A plan which is either an unconditional or a conditional forecast that has been adopted as a target.

80. The times and circumstances when each type of the above forecasts should be used were discussed. The discussion led the workshop to consider time span of projection time frame. It was agreed that short term should cover a period of one year, medium term a period of up to five years and long term a period of ten years or more. The advantages, uses, limitations and purposes of these term forecasts were discussed. For example, participants were told that while a short term forecast may be useful when short run action has to be taken, for instance, to vary labour demand to full employment policy; it does not give time to take action that would influence the structure and size of the labour force. On the
other hand, long term forecast does not take into consideration variables that cannot be controlled, for example, the change in technology which could have tremendous influence on labour demand. What was agreed upon is the role of value judgement in setting the time noting that as the length of a forecast increases, the reliability of the prediction decreases.

81. Various methods of making forecasts of the demand for and supply of labour were discussed. The "inquiry method" and the "statistical method", were discussed in relation with demand forecast. Under the statistical method, the "extrapolation method" and the "econometric method" were elaborated upon with emphasis on the advantage of one over the other as well as their disadvantages. Also the inquiry method was compared with statistical methods and the advantages of one over the other were noted. For example participants were told that the inquiry method could give details of skill needs since the information is provided by the management who supposedly possesses detailed knowledge of market and technological developments of a kind the forecaster can never have; but the management might not have the overall view of the economy or of the industry of which his firm is a part. It was agreed generally that both the extrapolation and the econometrical methods are good for medium and long-term forecasting.

82. Participants were shown how to transform estimates of total requirements by industry into estimates of total requirements by occupation by using the industry-by-occupation employment matrix.

83. Recognizing that in forecasting manpower supply, information has to come from population data of the country, the workshop discussed at length methods, problems and techniques of conducting censuses and the calculation of labour force figures from census results. In the discussion of the problem of labour force, attention was paid to the situation which prevails in Africa where children start working even at age 10 years and more with older people staying longer on the labour force actively. The Liberian labour force was however defined to be people aged 10 years and above. This led to an exhaustive discussion of the relationship between population, labour force and labour force participation rate in various sectors of the Liberian economy with the workshop calling for more policy-oriented measures to increase the participation rate.

84. Distinction was made between projecting total labour supply and skills. It was observed that supply of manpower skills comes from the educational system and that these skills are learned through the formal education system and nonformal educational system such as apprentice, on-the-job training, distance or correspondence education etc. Hence it was agreed that for forecasting supply of manpower skills to be adequate, it must include products from all these sources.

(h) Structure and problems of employment management programmes in Liberia

85. The Assistant Minister for Employment Services in the Ministry of Labour, the Hon. Ignatius Wisheh, presented this topic. He informed participants that in Liberia, dialogue on employment problems was hampered by the lack of reliable employment and unemployment statistics which has led to different interpretation and understanding of the problems and consequently constraining national efforts on employment planning and programming.
86. Following the specification of the different types of unemployment in Liberia, the Minister identified the following as major employment problems facing Liberia:

(i) Mis-match between the skills and knowledge of school graduates and those demanded by the job market

(ii) Conflict between boss-staff relationship particularly if the later has obtained a higher educational qualification than the boss

(iii) Reluctance or refusal of young job seekers to take up assignment outside of Monrovia, the Capital city

(iv) Young and inexperienced workers' refusal to accept job with low entry salary level designed mainly to reflect the lack of experience and qualification.

(v) The shortage of work opportunities primarily due to the worsened situation in the world economy

87. Participants were briefed on efforts that were being made by the Government to remedy the situation. It was however noted that these efforts were being constrained by a rapid rate of urbanization, and the inadequacy of the employment exchange mechanism. He called on the international community in general, and the ECA in particular, to assist the government in strengthening employment exchange services throughout the country.

88. The Assistant Minister concluded his presentation by stressing the need for (i) adopting a human resource approach in the Liberian education process; (ii) providing employment opportunities in the rural centres; (iii) integrating vocational guidance and counselling in senior high schools and (iv) ensuring the required political will.

89. During the discussion which followed, a number of issues were raised. Participants wanted to know for example, the objectives of the Liberianization policy and the role played by the Ministry of Labour in its implementation. In answer, it was said that a primary objective is to minimize unemployment. It was also noted that two main factors have hindered the achievement of the policy objectives. These were identified as the unfavourable Liberian attitudes to work and the lack of a clearly defined Liberianization policy.

90 Another major issue raised was the practicability of the proposed employment exchange scheme. Some participants felt that given the small population size of the economy and the rate at which news got around, the impact of the scheme could be insignificant. To this, it was said that the scope of such scheme would go beyond the identification and placement of workers into record keeping and the development of employment creation strategies.

91. Finally, the need to encourage self-employment was highlighted. It was felt that the education and training system as well as individual themselves have a major role to play in this regard. The point was made that societal norms and other sociological factors have discouraged self-employment in Liberia; and that ways should be found to deal with this problem.
92. The Director of the Social Planning Division in the Ministry of Planning and Economic Affairs, Mrs Sandra Monger, presented this topic. She informed the participants that manpower planning is established as a Government activity which was spurred by a new concern for how public resources are utilized for education and training. She pointed out that the Manpower Planning Unit of the Social Planning Division continues to be the central unit for coordinating all aspects of manpower and employment planning, formulating policy guidelines and appropriate standards and concepts for manpower surveys and manpower and employment data collection and analysis in Liberia. However, She emphasized that the major responsibilities for manpower planning, development and utilization policies are shared among a number of institutions and agencies. She identified the major manpower planning activities of these agencies and noted that every government and private sectors establishments in Liberia is involved, in varying degrees, in manpower planning, development and utilization.

93. The 1981 Manpower Survey of Liberia was discussed at length and the survey approaches and instruments used reviewed. Other sources of information on manpower and employment planning in Liberia were identified. The Director then highlighted major constraints to data collection and the limitations of existing data pointing out the problems of coordination, logistics, staff and collaboration.

94. In conclusion, participants were asked to consider six possible approaches in accomplishing the urgent tasks of improving manpower planning in Liberia. Specifically, she called for:

(i) the strengthening and improvement of the data base;
(ii) the adoption of group approach to manpower planning which emphasizes micro-manpower and employment planning at the sectoral and occupational levels;
(iii) the development of key informant system for gathering information on the informal sector and the rural areas;
(iv) the coordination of statistical data gathering programmes;
(v) improved sample design; and
(vi) identification of specific data requirements.

95. The discussion that followed re-emphasized the need for statistics with participants agreeing that closer collaboration between the Ministries of Planning and Labour was necessary at all phases of data gathering. The quality of questionnaires used for the 1981 manpower survey was discussed. One conclusion derived was that care should be taken in the future to make survey questionnaires as simple and answerable as possible.

(j) Vocational and technical education and training in Liberia

96. This topic was presented by the Director of the Agricultural and Industrial Training Bureau, Mr. David Kianlajn. He traced the historical development of systematic training in Liberia establishing the year 1929, when the Booker Washington Institute was founded as the starting point. He shared with participants
the functions of the National Council for Vocational Technical Education and Training which was established by an executive order in 1975 to serve as policy making body on training matters.

97. A number of problems were identified, among them were the following:
- the diversity of required skills made the task of recruiting and retaining trainers in vocational schools a costly and difficult one
- the change in apprenticeship training from 2 years to 1 year because of financial constraints, have led industries to give the programme a negative response
- the inadequacy of staff, finance and political support
- the rigid turnover of membership on the council

98. Participants stressed the importance of job analysis to guide the formulation and management of training programmes. It was felt that to ensure a systematic training programme, a job and task analysis should be undertaken. In this regard participants were informed of the on-going exercise by the Civil Service Agency of Liberia. It was suggested that the findings of the exercise be disseminated to managers of training programmes in Liberia.

99. Also of importance, as noted by the workshop, is that the performance objectives of those to be trained must be determined. Some participants felt that a pre-requisite for this is the determination of training objectives within the context of national needs and resources.

(k) Issues and elements of manpower and employment policy formulation and administration

100. An ECA resource person presented this topic. He emphasized the rationale for policy formulation and its implementation and the types of actions required for the administration of the policy from the viewpoint of the planner.

101. He discussed each of the following as rationale for human resources management policy formulation and administration:
- to provide guidance for effective planning, development and utilization of its human resources;
- to minimize duplication of national efforts and waste of scarce resources towards the development and utilization of manpower;
- to provide a basis on which different national human resource development and utilization programmes are to be integrated, executed, coordinated, monitored, evaluated and adjusted for maximum results.

102. It was stressed during the discussion that the extent to which these needs are met systematically would determine the extent to which the nation would optimize the development and utilization of its natural resources such as land, water, minerals and human resources to achieve national development. The point was also made that the development element makes it imperative that manpower and employment planners do all that is possible to formulate policies that are consistent internally and externally and are supportive of other policies.
103. It was further emphasized that policy formulation and policy administration went hand-in-hand and if any meaning was to be given to the entire exercise, manpower and employment planners would have to first of all determine and analyse those factors that are critical to the supply of and demand for labour. Such factors may include, depending on the country, vital and other demographic statistics as well as the types of desired and established national, political, social and economic objectives, goals and strategies. Participants were informed that the objectives of such an exercise was to allow manpower and employment planners to zero-in on key policy areas in relation to manpower development and utilization. The importance of this was said to involve issues on the division of labour and the magnitude of the process of policy formulation and administration in other areas with respect to specialization, time and resources.

105. The workshop noted three probable policy areas that could be of utmost concern to the manpower and employment planner. These were:

(a) Manpower and employment planning and programming - the establishment and operation of an effective institution for establishing the necessary linkages between human resources development and utilization.

(b) Execution of education and training programmes - the provision and distribution of formal and non-formal education and training opportunities to the population.

(c) Management of employment and labour productivity programmes - effective distribution, placement and utilization of human resources through the creation and management of job opportunities and the establishment of standards for labour productivity enhancement.

105. Also identified as a consequence of the inter-relationship between policy formulation and administration is the need for manpower and employment planners to ensure the adoption, implementation and policy re-appraisal. On this issue, a number of strategies and actions that could bring about desired results were identified.

106. Regarding the question of acceptability, emphasis was placed on the need to ascertain the approval, adoption, dissemination and interpretation of formulated policies. For ensuring implementation and re-appraisal, the point was made that policy formulators must establish or seek the establishment of several framework within which the policy is to be based; and as such, formulated policies must have legal, operational, and institutional bases to ensure effective implementation.

107. Finally, the attention of participants was drawn to the need for the specification of clearly defined lines of responsibility to facilitate accountability, coordination and resource use as part of the policy administration responsibility. Such lines of responsibility should be placed upon the entire population cutting across sectoral units responsible for human resource management on to private and public employees and employers.

108. During the discussion, participants were generally concerned with policy implementation. It was felt that usually a divergence between formulated policy goals and achieved goals existed. In the process a number of questions and issues
were raised in connection with the problem of poor project implementation and the limited and uncoordinated roles played by policy makers, policy formulators and administrators, policy executors and policy beneficiaries. An associated question raised led the workshop to identify the objectives of planning. In this regard, three main reasons were advanced and noted: to solicit funding from donor, to guide development and to follow the Joneses. It was felt that the choice of any of these would dictate the seriousness of the plan.

109. On these questions and issues, the workshop identified a few causes which could possibly have contributed to the state of affairs in Liberia with respect to policy implementation. These were: (i) a poor planning process which could result in the setting of unrealistic and inconsistent objectives and targets, the disintegration of sector activities and the lack of a monitoring device that would anticipate unforeseen situations and demands and make necessary plan and resource allocation adjustments; (ii) lack of institutional arrangements to ensure vertical and horizontal involvement, by way of commitment and participation, of all concerned parties; and (iii) a conflict of interest and trade-off between personal objectives, institutional objectives and external objectives which could result in the achievement of goals different from those set during the policy formulation stage.

110. Following the exchange of views on the nature and impact of the above identified possible causes, noting the rationale for manpower and employment policy formulation and administration, and using the argument that all sectors within the economy are inter-related in so far as national development is concerned, it was agreed that manpower development and utilization policies should be as comprehensive consistent and supportive as possible in relation to political, social and economic policies and objectives.

(1) Organizational structure and staffing requirements for employment and manpower planning organs

111. A working document on organizational and staffing requirements for manpower and employment planning was presented by a representative of the ECA. During the presentation, human resources planning was defined as a process aimed at providing a basis for the establishment of functional linkages between human resource mobilization, development and utilization. On the basis of this definition and to ensure the effectiveness of the process, a need was established by the workshop for a machinery with capabilities to:

(a) initiate, formulate and administer manpower policies within the framework of national development policies;
(b) identify, analyse and specify manpower development and utilization problems, objectives and alternative programmes and strategies;
(c) coordinate, monitor and evaluate the execution of adopted measures to ensure optimum results and consistency;
(d) prepare manpower development and utilization plans that would synchronize labour supply and demand targets in conformity with overall national development objectives.
112. Participants were briefed on certain needs which ought to be taken seriously when designing the required machinery. These include (i) choice of location of planning and execution functions so as to ensure accountability; (ii) the need to mobilize and utilize effectively a well developed and diversity of human skills, knowledge and attitudes if the machinery is to produce in the performance of its task; and (iii) the need for sectoral ministries, agencies public corporations and private establishments to develop and operate within their respective planning capabilities human resources or manpower units. It was pointed out that the extent to which each of these needs are met reflected generally the priority and authority accorded to the machinery at the national level.

113. Against this background, a specification of components of the required machinery was made. First it was suggested that such machinery should have two inter-related administrative organs. One should be at a higher decision making level which should be designated to embrace inter-sectoral participation, to guide, determine and manage the implementation of manpower and employment policies. The other organ, which is to be made up of a central planning unit and various sectoral human resource planning units, would be responsible for manpower and employment programme and strategy formulation and coordination. It was suggested that the inter-sectoral organ could be formed as a high-level committee and that thoughts ought to be given to the consolidation of various activities primarily to (i) benefit from economies of scale; (ii) minimize coordination problems and (iii) give the human resource the priority it deserves in the process of national development.

114. A second point made was that the machinery should be manned by a team of inter-disciplinary skills and knowledge at an appreciably high level. It was emphasized that the team should possess capabilities for:

- managing the entire machinery
- collecting, processing and presenting manpower development and employment data
- analysing and determining policy and programming
- monitoring and evaluating policies and programmes

115. Participants were however warned that the second component of the machinery would require, among other things, appropriate personnel planning policies and programmes. Also noted was that the staff size may differ from country to country or from division to division depending upon factors such as the

- size, composition and structure of the labour force;
- volume of work envisaged or to be performed
- efficiency level of other ministerial units
- collaboration and utilization objectives and policies
- availability of adequate financial and human resources
- economic and political structure of the country involved.

116. During the discussions which followed, a consensus was reached that a need for improvement in the existing organizational organ in Liberia for manpower and employment planning is ever more pressing. This meant that efforts and resources should be mobilized and directed towards the restructuring of existing institutional arrangements. In this respect, the workshop discussed at length
issues relating to coordination of efforts and activities, the level at which staff ought to be trained and the need to strengthen and integrate research activities for development.

117. Given the magnitude of the importance of these issues, the workshop expressed the view that the issues be further discussed at the working group level with a view to making a proposal within the context of the realities and existing institutions in Liberia.

C. Working Group Sessions

118. Participants were divided into three working groups to respectively consider improving the data base, policy formulation and administration and institutional arrangements. The Group worked from 21-27 August. Each group worked along with a resource person for guidance. Respective group report were prepared, distributed to other working group members, discussed in plenary and adopted as part of the workshop report. The findings and recommendation of each of the working group are presented in this section of the report.

(a) Group One Report: Human Resources Information Systems and Data Base in Liberia

Membership and Terms of Reference

119. The members of the group were as follows:

1. Mrs. Helena Horace - Ministry of Health
2. Mr. Anthony N. Sleyon, Ministry of Planning and Economic Affairs
3. Mr. Adolphus Neufville, Ministry of Labour
4. Mr. Melvin Dennis, Ministry of Labour
5. Mr. Jerome Bohlen, Ministry of Planning and Economic Affairs
6. Mr. Droper Roberts, Liberia Telecommunication Corporation
7. Mr. William E. Harris, (Chairman) Civil Service Agency
8. Prof. O.J. Fapohunda, Resource Person

120. The group was expected to:
- review and assess the state of human resource information system and data flow for employment and manpower policy formulation and programmes development in Liberia;
- develop data gathering instruments for the development of an employment and manpower data base and information system in Liberia;
- make a five year manpower demand projection for the public sector and the agriculture sector

121. To focus the group discussion, participants were required to:
- review the state of affairs with particular attention on the kind and type of labour force, education, employment and manpower data and information gathering forms and questionnaires;
Identify and determine within the context of Liberia's requirement,
(a) new sources and strategies that could be developed for the generation and processing of manpower planning employment and productivity data
(b) the types and kinds of data required for projecting high and middle-level manpower for the public, quasi public and agriculture sectors

Data Collection Instrument

122. The group assembled and examined some data gathering instruments in Liberia. They included: (i) the questionnaire being used to collect information about employment, occupation and earnings from firms; (ii) the questionnaire for collecting educational statistics; (iii) the questionnaire used during the 1981 manpower survey; (iv) employment record forms from the civil service; and (v) patient registration forms from the Public Health Department. Data from the Second National Development Plan of Liberia, 1981-1985 and the computer print out for the 1981 National Manpower Survey were used by the group to make the required projections.

123. A number of general observations were made about the questionnaires by the group. Among these are the following:

1. Some of the forms are long and bulky. This might discourage respondents from completing the forms which could result in a low response rate;
2. Some do not contain proper and clear instructions and directives about the purpose or objectives of the survey and how to complete them;
3. Some questions were not clear. The language was clumsy;
4. In some cases, the information being supplied by the respondents are mixed up with the code the analysts are supposed to use for analysis. In other words, the formats of the questionnaires are confusing to an extent;
5. Some of the questionnaires lack relevant information about manpower and employment;
6. Some of the forms are too personal.

124. Apart from the above observations about the questionnaires, the group noted with regard to surveys, that:

1. The rate of return of questionnaires is usually low;
2. Data are not always properly analysed;
3. The data when extracted from the questionnaires are not usually properly stored so that they could be used or referred to in later years;
4. When questionnaires are sent out, firms are expected to return them. Eventhough there are laws to force the respondents to return the forms, such laws are often not enforced by the Government;
5. Some agencies and ministries hire out the printing of questionnaires and expect respondents to go and buy the forms from the printers, fill them and return completed forms to the agencies or ministries. This contributes to the low rate of response;
6. There is not adequate logistic support for surveys. Surveys in many cases are undertaken ad-hoc;

7. There are other sources of information and data for manpower that have not been tapped.

8. There are duplication of efforts in collecting same data by different arms of Government.

Proposals

125. In view of the discussions on each of the above observations, the Group makes the following proposals:

1. There should be a modification of the existing questionnaires being used to collect data on manpower. The format should be redesigned so as to reduce the time being spent by respondents to complete the forms, make it easier to code and analyse the data. For example, the serial number of questionnaire should be on the front page, the codes for the data should be separated from the information being supplied by respondents. A separate column for codes should be at the right hand side of every page of the questionnaire;

2. Questionnaires should not be too long so that respondents could fill them in a short time. Questionnaires should be simple, clear and straightforward;

3. Respondents should be informed about the purposes and objectives of surveys by (i) giving clear information about the objectives and purpose of the questionnaires and assuring them that the information are confidential and would not be used for tax purposes and (ii) publicising these information over the radio, TV, and in the newspapers;

4. Questionnaires should not request for names of respondents. As much as possible where necessary answers should be anonymous;

5. Questionnaires should be printed by the Government and distributed free to the firms in the private sector;

6. The existing legal framework for enforcing data collection in the private and public sectors should be strengthened and the laws enforced;

7. The logistical base for data collection and analysis should be strengthened; this includes training interviewees, analysts, enumerators, etc.

8. Results of surveys should be published and the Government should make some press releases about the findings in the papers, radio, etc.

9. There should be a coordination of the various agencies responsible for data collection on manpower and an assemblage centrally of all information that can be used for manpower planning;

10. New sources of data for manpower should be explored and existing sources utilized. These include conducting surveys into the informal sector of Liberia and making use of Annual Reports from the Government, International Agencies like the ILO, UNECA, etc. and past survey results;
11. There should be proper storage of the data on every survey on computer;

12. Specifically, the following modifications are proposed so as to make the Manpower survey questionnaire more useful:

(a) Serial number should be on first page upper right hand corner

(b) On page 3 Question 4A, the codes should be separated to prevent confusing respondent with boxes

(c) On page 4 Question 5A, Column 3 delete acute verbage; No. 13 the average number of workers is unnecessary; could be substituted for reasons for leaving

(d) On page 5 columns 5, 6, 7, the questions are unlikely to be answered and should be deleted

(e) Question 7A (page 5) the number of trainees placed opposite question 7A and question 7B should be scrapped.

126. A few modifications on some of the data collection forms were made as proposals by the group. These, as modified are found at the end of Group I report.

Manpower supply and demand projection

127. To make the 5 year projection as per the group's terms of reference, the group looked at available data. The data contained in the computer print out of the 1981 manpower survey was rejected since they looked unreliable and incorrect when compared with the data in the Second Five Year Socio-Economic Development Plan. This led the group to use the data in the Second Five Year Socio-Economic Development Plan as the basis for the projection.

128. The assumption made in making the projections were as follows:

1. That the population growth rate remains to be the same as existed between 1981 and 1984 which is 3.3%

2. That the labour force grows at the rate of 3.1% as given in the second National Socio-Economic Development Plan

3. That labour demand will grow at the same rate of 1.8% as it was during the 1981-1984 period and as contained in the second National Socio-Economic Development Plan.

129. On the basis of the above assumptions, the group projected the following indicators as shown in the Table below:

1. On the supply side:
   (i) total population
   (ii) labour force

2. On the demand side:
   (i) employment demand in the rural agricultural sector
   (ii) employment demand in the monetary agricultural sector

2 (i) and 2 (ii) give us employment demand in the agriculture sector
(iii) employment demand in the public sector
(iv) total labour demand for the economy.
## Public Sector Employment and Agricultural Labour Demand
### Projections 1985-1990

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<td>Total Labour Demand</td>
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<td>737,000</td>
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Note: Unemployment projections were derived by finding the difference between the labour force and total labour demand.

130. From the projections, the group made a number of observations which have far reaching implications for human resources management in Liberia. For example it was observed that:

1. The rate of growth of the entire population is higher than that of the labour force
2. The total agricultural sector constitutes about 70.5% of total labour demand or about 57.5 per cent of the labour force
3. The figures for employment are very high and are increasing at a high rate
4. Judging from data on other West African countries, the unemployment in the rural agricultural sector is always very small. Therefore the global unemployment in the country is mainly unemployment in urban areas.
5. The figures on unemployment are too high and that since unemployment data are residuals they are high in the case of Liberia because the figures for labour-use in the rural area is too low. In other countries they are as high as 80% of the labour force as against approximately 57% in Liberia.

6. Government undertake a thorough investigation of the employment use in rural agricultural sector with a view to determining the real size. It is hoped the figures of labour use in the rural areas would be higher than which we have now and therefore unemployment figures would be lower. This implies that unemployment rate in the urban (formal) sector would be reduced and would reflect reality.

Types of data Required for Manpower and Employment Planning

131. The group identified the following as the types of data required for making projections of high, middle-level and low-level manpower in the public and agricultural sectors. It was felt that if these data are made available the planning machinery in Liberia would be in a better position for projection and programming:

- Data on labour force, percentage distribution of employment by sex between sectors - agriculture, industry, services; between regions - urban/rural between private and public sectors; data on unemployment rate, labour mobility and migration, data on work rate and losses due to death, retrenchment; data on incomes and earnings. Data on employment broken down by occupation, skill, sex and industry and by nationality. Data on vacancies.
- Data on distribution size, type and location of industries and the type of technology they are using.
- Present levels of output of agriculture, industry and services.
- Data on manpower development:
  (i) educational institutions - schools, universities, technical institutions etc. giving figures of enrollment, skills available, output rate and sex
  (ii) non-formal educational and training facilities and rate of output from these sources e.g. on-the-job training, apprenticeship, internship
- Government policy and statements and expected rate of growth of the economy and expected rate of growth of industrial and agricultural output.

Suggested Data Collection Forms

132. As an example of how to modify forms or questionnaires the group modified the questionnaires for collecting data about manpower supply from the educational institutions and the questionnaire for collecting information about manpower demand and earnings from the firms.

133. The modified questionnaires are hereby reproduced.
Interviewer/Management are asked to fill in the questionnaire completely and return same to the authority within ten working days. All information herein are intended for statistical reasons and will be kept confidential and are not for tax purposes.

1. Name of Establishment: ________________________________

2. Address/Location: ________________________________

3. Year established (Liberia): ____________________ Economy Activity: ____________________

4. Ownership (Check box) 
   - Liberian 
   - Foreign 
   - Both

5. Name of Owner: ________________________________

6. Legal Status of Establishment (Check box) 
   - Government 
   - Proprietorship 
   - Partnership 
   - Corporation

7. Total number of workers: ____________________
   - Male: ____________________
   - Female: ____________________
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<th>Qualification or years of experience reqd.</th>
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<td>TOTAL</td>
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</table>
### TYPE OF SCHOOLS:
1. Government
2. Private
3. Others

### STUDENT DATA FORM

**MINISTRY OF EDUCATION**

**INSTRUCTION:** Please fill in this form and return it to the proper authority at the time specified. Information will be kept confidentially.

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<th>Elementary School</th>
<th>Junior High School</th>
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<th>Vocational/Technical Education</th>
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Please complete all columns in block letters. Use ink. The form will be collected in seven working days. All information will be used for planning purposes and will be kept confidential.

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**INSTRUCTION**

"DATA COLLECTION FORM" EDUCATIONAL PERSONNEL MINISTRY OF EDUCATION REPUBLIC OF LIBERIA

Semester 19
(b) Group Two Report: Human Resources Development and Utilization Planning Machinery

(i) Membership and Terms of Reference

134. Members of the group were as follows:

1. Mr. Joseph S.D. Suah, AITB  
   Chairperson

2. Ms. Joan N. Lawrence, LFC  
   Rapporteur

3. Ms. Felicia W. Lamptey, Min. of Education  
   Member

4. Mr. Thomas Smallwood, LTC  
   Member

5. Ms. Muna Wreh, Ministry of Labour  
   Member

6. Mr. Andrew Kronyanh, LIPA  
   Member

7. Mr. Roland Dunbar, LIPA  
   Member

8. Ms. Matilda M. Dempster, Min. of Labour  
   Member

9. Ms. andra Monger, Ministry of Planning and Economic Affairs  
   Member

10. Mr. Crispin Grey-Johnson, ECA  
    Resource Person

135. To guide the discussion, the group was to:

1. Review existing machinery in relation to their
   - structure
   - staffing position
   - location
   - functions (designated and actual)
   with the view to diagnose their scope for and limitations in:
   (i) effective coordination with one another and the overall planning machinery
   (ii) policy implementation capabilities
   (iii) policy formulation capabilities

2. Develop two alternative institutional proposals
   (i) within existing structures
   (ii) projected structure
   towards the development of a national machinery for human resources planning, specifying:
   (i) titles and location of the organs
   (ii) terms of reference of these organs
   (iii) staffing requirements

136. Specifically the group was assigned the following terms of reference:

1. To review and assess Liberia's existing human resources planning and utilization machineries, their assigned functions, staffing capacities and linkage relationships.
2. To develop proposals and guidelines for action with respect to the establishment of national administrative institutional capability for ensuring a comprehensive human resources planning process in Liberia.

(ii) Human Resources Planning Machinery

137 The group reviewed the structure and functions of the existing human resources planning and utilization machineries and proposed measures that would strengthen their effectiveness and delivery capacities.

138 Charts I and II summarize in an organizaram the structure and functions of a reconstituted Ministry of Labour. It is proposed that for efficiency and effectiveness the Labour, Employment and Manpower Planning functions should be integrated under the Ministry of Labour. Accordingly, the group recommends that the present functions of the Manpower Planning Unit in the Ministry of Planning and Economic Affairs be assigned to the Ministry of Labour and that the latter's present term of reference be expanded to render employment planning more effective. Therefore, the Group recommends that in addition to the Ministry of Labour's present roles, a new Division be established under the Department of a Deputy Minister and charged with the responsibility for Employment Planning.

139. As may be observed in Chart I, it is being recommended that the functions of the present Divisions for Trade Union Affairs and Labour Standards be merged on account of their apparent interrelatedness and in order to avoid a cumberson structure in view of the expansion being proposed.

140. Chart II is being proposed in recognition of the need for contact and dialogue between the Ministry responsible for Manpower Planning and the planning beneficiaries. The group therefore proposes a system of linkages between the formulators and executors of policy (The Ministry of Labour) and those who would benefit from the implementation of those policies (agencies, institutions and establishments).

141. It was noted that the administrative activities of the Ministry are not heavy enough to warrant their assignment to a Deputy Minister. It was agreed upon therefore, that in order to cut costs and bring about efficiency, the position of Deputy Minister for Administration be removed from the organization chart of the Ministry of Labour and the responsibilities of the Deputy Minister be assigned to an Assistant Minister who would report directly to the Minister. He will be assisted by 3 Directors, one for Finance; another for Personnel; and the third for Utilities and Technical Support Staff.

142. In what now follows, an explanation is given of the functions of the Department and Divisions being proposed as well as the minimum staff complement required to discharge the functions of the proposed human resources planning and utilization institution effectively.

* See Annex to Group Report.
(iii) High-level Staffing Responsibility

Minister of Labour

143. It is proposed that the Minister of Labour carries out his mandate to administer, enforce, promote, develop and regulates the labour laws of the Republic of Liberia through 2 major departments which are (i) Labour and Employment; and (ii) Manpower Planning and Research. The latter department should develop capabilities to:

- initiate, formulate, administer and/or delegate the execution of comprehensive manpower, labour and employment policies and plans;
- identify, analyse and implement labour and employment programmes and strategies;
- coordinate, monitor and evaluate the execution of measures adopted; and
- develop guidelines and strategies for the harmonization of policies and programmes affecting manpower, labour and employment.

144. To assist in the execution of these tasks, the Minister must be assisted by two Deputies; one for labour and employment and the other for manpower planning and research.

Deputy Minister for Labour and Employment

145. The Deputy Minister for Labour and Employment should be responsible for all labour and employment activities within the Ministry. Because of the scope of this task, he/she is to be assisted by three assistant ministers with respective responsibilities for Labour Standards and Trade Union Affairs; Employment Planning; and Employment Services: The latter should be able to:

- initiate, formulate, revise and administer labour and employment policies within the framework of national development policies;
- identify, analyse and specify labour and employment problems, objectives and alternative programmes and strategies;
- coordinate, monitor and evaluate the execution of adopted measures to ensure optimum results and consistency; and
- prepare employment and human resources utilization plans that would harmonize labour supply and demand targets in conformity with overall national development objectives.

Deputy Minister for Manpower Planning and Research

As the senior official in the area of manpower planning and research in the Ministry of Labour, the Deputy Minister is to:

- initiate, formulate, review and administer manpower planning policies within the framework of national development policies.
identify, analysis and specify manpower development and utilization problems, objectives and alternative programmes and strategies;

- coordinate, direct, monitor and evaluate the execution of adopted measures to ensure optimum results and consistency; and

- prepare manpower development and utilization plans that would harmonize labour supply and demand targets in conformity with overall national development objectives.

147. The Deputy Minister should be assisted by an Assistant Minister for manpower planning and research.

Assistant Minister for Labour and Trade Union Affairs

148. The Assistant Minister will be assisted by 5 (five) Directors as well as other technical support staff in the execution of his/her duties. The core staff should compose of the Director of Labour Standards and Technical Support Staff for Workmen's Compensation; Director of Appeals Unit; Director of Inspection and Inspectors; County Labour Commissioners; Director for Trade Union Affairs and Assistant Director for Trade Union Affairs.

149. The Assistant Minister should be expected to:

- interpret and enforce trade union laws of Liberia and ensure their implementation in compliance with agreements between Labour Unions and management;

- sit on trade union workers representation elections, and serve as liaison between the unions and the ministry;

- interpret and enforce the labour practices laws of Liberia and setting up minimum standards for working conditions; and

- review labour and trade union laws and regulations from time to time.

150. The Assistant Minister would report directly to the Deputy Minister for Labour and Trade Union Affairs.

Assistant Minister for Employment Services

151. The Assistant Minister, to be assisted by the Director of Employment Services and Technical Support Staff will be expected to:

- collect and collate job vacancies information in order to match these with available skills;

- liaise with guidance and counselling services to constantly analyze the skill demand trends within the economy;

- collect and disseminate employment market information on skilled and unskilled labour supply and demand.

Assistant Minister for Employment Planning

152. As one of the principal areas of the office of the Deputy Minister for Labour and Employment, the Assistant Minister should be responsible to:
implement policy and programme development and management;
- formulate alternative employment and job creation and distribution plans, strategies and guidelines;
- organize and execute employment surveys and other data collection exercise including:
  - development and utilization of survey instruments and sampling frames
  - development and utilization of administrative data collection forms and procedures;
- process and tabulate labour and employment data;
- produce reliable periodic labour, employment and labour market statistics and information;
- draft plans, policies and programmes for employment generation and productivity enhancement.

153. The Assistant Minister should be assisted by the Director for Employment Planning; Statisticians; Planners and Research Officers.

Assistant Minister for Manpower Planning and Research

154. The Assistant Minister for Manpower Planning and Research will be the principal lieutenant of the Deputy Minister for Manpower Planning and Research and should be responsible to:

- administer, on a day-to-day basis, manpower policies within the framework of national development policies;
- analyze manpower development and utilization problems, objectives and alternative programmes and strategies;
- implement manpower development and utilization plans that would reconcile labour supply and demand in conformity with overall national development objectives.

155. The Assistant Minister will be assisted by 4 Directors and several technical support staff. These are: Director for Planning and Research, and Planning Officers; Director of Statistics and Statisticians; Director for Training and Liberianization and Training Officers; Director for Guidance and Counselling and Guidance Counsellors.

(iv) Functional Linkage

15. By nature of the envisaged functions of the proposed Ministry of Labour, it is expected that the Ministry will strengthen its interface with all sectors of the economy, private as well as public, including all business establishments. In view of this, the Ministry of Planning and Economic Affairs, which is the monitoring arm of the Government of Liberia, will work in very close collaboration with the Department of Labour and Employment and the Department of Manpower Planning and Research within the Ministry of Labour. The Ministry of Planning and Economic Affairs will discharge its monitoring activity through sectoral units within the Ministry.
(v) A Proposed National Human Resources Commission

157. To maximize manpower development and utilization, a high-level inter-sectoral body is recommended to be duly constituted by legislative order to:

- stipulate guidelines and approve target policies, programmes and strategies for the objectives and efficient development and utilization of the human resources of Liberia;
- study, harmonize and coordinate measures that would motivate and ensure an adequate supply of and demand for quality manpower within the economic sectors and occupations;
- receive and review periodic reports on the status and problems of human resources development and utilization programmes from all manpower development sectors.

158. The National Human Resources Commission shall be composed of top level decision-makers drawn from management, labour, government, manpower development institutions, public corporations, national development planning, health administration, higher and technical education. The Ministry of Labour shall serve as its Secretariat.

159. The Commission shall work in close collaboration with existing sectoral boards, committees such as:

- Agricultural Rural Development
- Management Training
- Health Management Training
- National Council for Vocational/Technical and Education and Training
- Higher Education (UL,CUC)

The Committees would be comprised of members from appropriate agencies/ministries/industries etc. which would advise on the manpower and training requirements in their respective areas. The sectoral committees shall provide reports on sectoral training needs, policies and programmes for analysis and review and onward transmittal to the Minister of Labour.

160. Finally, in order to implement this particular recommendation rationally, it is proposed that the existing training advisory bodies such as AITB be reviewed with a view to streamlining their objectives and activities along the lines of the overall recommendations being made here to restructure the Ministry of Labour and make it more effective.
PROPOSAL FOR THE CREATION OF NATIONAL HUMAN RESOURCES COMMISSION

Minister

Deputy Min. for Labour & Employment
Deputy Min. for Manpower Planning & Research

Sectoral Committee

Management & Manpower Training

Agricultural Manpower Training

National Human Resources Commission

Composition:
- LIPA
- CSA
- Public Corp.
- Chamb. of Commerce
- Min. of Education
- Plantations
- Co-op. Agency
- Min. Agriculture
- LPMC
- AITB
- Maj. Nursing Schools
- Med/Dental Asso.
- Min. Health
- Social services incl.
- Youth & Sports
- Soc. Sec/Welfare Corporation

Industry

Planning

Min. Commerce
Min. Education
Chamb. of Commerce
LU

Min. PEA
All Planning Units
LU
Chamb. of Commerce
Professional bodies
(c) Group Three Report: Human Resources Policy Formulation and Implementation

(i) Membership and Terms of Reference:

161. Members of the Group were as follows:

1. Mr. Isaac Gofan, AITE Chairman
2. Mrs Philomena Browne, Ministry of Youth and Sports Rapporteur
3. Mr. Fayah Gbollie, LIPA Resource Person
4. Ms. Agnes Taylor, LIFZA Member
5. Mr. Augustine Bendor, Ministry of Labour Member
6. Ms. Eugenia Gardner, Ministry of Agriculture Member
7. Ms. Anna Akinselure, Ministry of Planning and Economic Affairs Member
8. Mr. Toga McIntosh, ECA Resource Person

162. The group was to:

(i) review and assess human resource policies and problems regarding their formulation and implementation with specific reference to:
    labour force productivity, Employment, Liberianization of the Workforce, Education and Training

(ii) develop proposals and guidelines for action with respect to human resources policy formulation and implementation in Liberia

(iii) develop a Liberianization Policy.

163. To guide the discussion, the Group was expected to:

(i) review existing policy proclamation, statements and laws and relate them to the achievement of the objectives as:
    (a) contained in the 1981-1985 national development plan
    (b) related to Liberia human resources problems with particular attention on:
      1. their relevance
      2. their level of effectiveness
      3. their degree of consistency and clarity
      4. their limitations.

(ii) Identify and highlight pertinent issues and problems associated with human resources development and utilization policy formulation and implementation taking note of the policy's:
    - legal framework
    - institutional framework
    - operational framework
(ii) Method of Approach

164. The group initially analysed the task to be performed. The exercise led the group to take two decisions. First, it was agreed that each Group Member collect specific relevant information and data that any be needed but were not available to the group at the time. Secondly, it was decided that heads of specialized agencies/ministries be invited to brief the group on policy matters as they relate to the group's terms of reference.

165. With regard to the first decision, and on the basis of the identified needs, the following documents were provided by members of the group:

2. Lamco's Liberianization documents, Terms of Reference of the ad-hoc and Standing Technical Committees and Decree 56 establishing AITB
3. The 10 year Indicative Manpower Plan of Liberia

166. To implement the second decision, the group wrote to and invited the heads or representatives of the Ministries of Labour, Finance, Youth and Sports, Education, Commerce, Planning and Economic Affairs and the National Investment Commission. Though the response rate was low, the group benefitted from discussions held with the representative of the Free Zone Authority.

(iii) Policy Review and Assessment


168. To facilitate the work of the Group and on the basis of the review, the Group agreed to concentrate the analysis on policies related to education and training, Liberianization of the workforce and employment. It was felt that any positive treatment of these three areas would ensure greater productivity. The rationale is that sound employment, Liberianization, education, and training programmes will create a quality workforce, a participatory workforce and a productive workforce. Therefore, productivity policy could be regarded as the aggregate of the three.
169. From available documents, the group identified and analysed the following policy statements, goals and objectives:

Education and Training:

1. Statements

170. The following policy objectives were identified by the group from the Second National Development Plan:
- to improve the quality of vocational and technical education;
- to strengthen the instructional programmes of existing secondary schools;
- to redress the original imbalances in the location of primary and secondary schools;
- to increase the number and quality of teachers at all levels;
- to expand the capacity for primary school enrollment in the rural areas.

171. The group noted that the 1984 National Policy Conference on Education and Training made the following proposals as areas for which policies should be made:

for primary education: improving the instructional system through the improvement, efficiency in learning programme
for secondary education: enhance internal and external efficiency
for higher education: improve the quality of instruction
for vocational/technical education: initiate programmes for linking training to the world of work.

(2) Analysis:

172. Though the group found it rather difficult to identify a specific policy statement, the above education and training objectives and the hosting of the national policy conference on education and training suggest that the Government has given considerable attention to the formulation of education and training policies over the years.

173. Regarding the question of limitations, the group found the recommendation on policy objectives clear, relevant, measurable and achievable. It was however felt that their level of effectiveness depended upon factors such as the rate at which instructional materials were improved and the quality level of teachers actually in the classrooms. The group also agreed that a number of attempts had been made to achieve the stated policy goals, but that these attempts had been constrained by noticeable factors such as the mis-use of trained teachers and the lack of funding particularly to realize Government's counterpart contribution to the World Bank lending for education development in Liberia.

168. In considering the legal framework of the policy, the group felt that though the Ministry of Education and the National Council for Vocational Technical Education and Training were established by law, the policy, lacks a legal enforcement base for its implementation. For example, the group could not cite any case where a parent had been subjected to legal proceedings for not sending his or her child to school.
175. With respect to institutional framework, the group agreed that an adequate framework exists for the formulation, implementation and coordination of education and training policies in Liberia. Notwithstanding, it was felt that efforts should be redoubled to enhance its operational and functional capabilities, particularly with regards to strengthening of educational administration and the framework's interrelationship with other institutions that deal with human resource management programme.

Liberianization of the Workforce

1. Statement

176. The ten-year Indicative Manpower Plan of Liberia specifies Government's Liberianization policy as one of achieving "self-sufficiency in manpower resources as rapidly and as efficiently as possible".

177. According to the Ministry of Labour 1983 Annual Report, the aim of the policy is (i) "to ensure that potentially qualified Liberians are given the opportunities to be employed in lieu of aliens", and (ii) "to minimize unemployment"

2. Analysis:

178. The group noted a number of references made on the Liberianization policy in various documents and reports and decided that since the above statement and objectives more or less summarizes those references, the group decided to limit its analysis to those stated above.

179. During the analysis, the group made the following observations in respect of the policy statement:

- The policy statement, as contained in the indicative Manpower Plan, is not achievable. It was felt that if "self-sufficiency" means the total workforce by Liberians, then the statement is not practically achievable since we are all working within an interdependent world economy. On the other hand, if "self-sufficiency" means achieving a reasonable minimum ratio level of Liberians to non-Liberians in the workforce and the application of appropriate training and monitoring devices, then the probability of achieving the policy as stated would be higher.

- In relation to the objectives of the second National Socio-Economic Development Plan, the policy statement was found to be relevant. If the plan objectives is to improve the key sectors of the economy, then the policy, if achieved, could minimize the financial and manpower leakages in the Liberian economy at the same time create a fuller participation of the Liberian people in the development process.

- The policy statement lacks clarity and is too open ended. The phrase "as rapidly and as efficiently" does not establish anything. This makes measurability and evaluation difficult in the absence of stated targets in terms of dates and percentage share.
Though relevant, the limitations observed above would constrain the effectiveness of the policy statement.

180. Regarding the policy objectives as identified in the Ministry of Labour report, the group felt that
(i) Though there are difficulties in establishing the clarity of the policy objectives, they are achievable if the following preconditions are ensured:
- the establishment and enforcement of a standardized expatriate employment regulation scheme;
- a close working relationship between the Ministries of Labour and Commerce and the Bureau of Immigration.

(ii) Because the Government of Liberia has an obligation to the Liberian citizens, the objectives are relevant

(iii) Though level of effectiveness is not as low as with the case of the policy statement, the lack of institutional arrangements may constrain the effectiveness of the objectives on national development.

181. As a general observation on the formulation and management of the Liberianization policy, the group noted that there seems to be a lack of a clear policy statement on Liberianization which is approved appropriately and given the required legal and operational framework. It was felt that if so, the documents reviewed by the group, could have contained the appropriate statements. Secondly, it was agreed that the policy has not been fully disseminated to the concerned people and that it is limited to one sector of the economy. The proper mechanism was not set up making coordination among the executing institutions responsible to implement the objectives and the aims of the policy a difficult task.

Employment

1. Statement

182. The second National Development Plan of Liberia states that the aim of the Government employment policy is to promote the creation of industrial and commercial employment opportunities concentrating on labour intensive and small scale Liberian business enterprises. It was observed that specific employment policy existed for two categories of workers. These are presented as follows:

On Alien Employment Policy:

183. According to documents from the Ministry of Labour the following was accepted by the group as an employment policy statement for aliens:

"All non-Liberians who are residing in Liberia are permitted to seek and secure any gainful employment of their choice and for which they are qualified in the country without any discrimination."
184. From the same document, the following policy operational measures were identified by the group:

As a matter of policy: (a) all employment must be channelled through the Ministry of Labour; (b) employers who have been authorized by the Ministry of Labour to employ aliens in middle level managerial positions are obliged to substitute the aliens for qualified Liberians within the period of two (2) years from the date the Ministry of Labour grants the Work Permit; (c) Employers who have been authorized by the Ministry of Labour to employ aliens in other positions such as Technicians, Accountants, Comptrollers, etc. are obliged to substitute the aliens for qualified Liberian personnel within a maximum period of four (4) years from the date on which the Ministry of Labour grants the Work Permit. The provision of (b) and (c) must be included in each Company's Liberianization time table. The penalties for violation in any form of (a) (b) and (c) is the fine from $500.00 to $1,000.00.

On Student Vacation Employment Policy:

185. Documents from the Ministry of Labour identify a policy statement for vacation student employment as follows:

All employers including the public sector should employ students during school vacation period of three (3) months.

According to the document the policy is designed to:

- enable students realize the dignity of labour;
- encourage serious students from poor families to assist their parents in meeting some basic needs; and
- minimize school drop-outs.

2. Analysis:

186. The policy statement on alien employment is not clear and too broad. For example, who determines the qualification in relation to the choice and what is meant by "any gainful employment"? Would the latter imply all job opportunities in the country? Additionally, the statement says nothing about those who are out of Liberia and get employed before entering the country. The group felt that the statement's relevance was questionable since it defeats the Liberianization policy objectives of tackling the problems of unemployment and underemployment.

187. The group noted that while the existing Open Door Policy makes the partial implementation possible to allow the indiscriminate in-flow of non-Liberians, the lack of institutional arrangement and testing devices will make the determination of the qualities of aliens in relation to their employment choices impossible. On the issue of measurability, the non-clarity and broadness of the statement led the group to conclude that the policy statement may not be measurable. It was however felt to be operational though lacking appropriate coordination for implementation.
188. The group agreed that an adequate framework exists for the implementation and coordination of the alien employment policy. Notwithstanding, it was felt that efforts to enhance the policy operational and functional capabilities, particularly with regard to strengthening alien employment policy administration lack an integrated framework.

189. On the Vacation Students Policy Statement, the group felt that while the statement may be relevant, provided meaningful occupational skills are developed it is not clear nor is it effective. First, the intended purpose is not clearly identified and defined. Secondly, eligible students are denied the opportunity for placement.

190. The group agreed that institutional framework exists for the policy but lacks proper coordination and implementation. This limitation would no doubt make the statement less effective and unmeasurable. Regarding the legal framework, it was felt that though the agencies and ministries are legally constituted, they lack effective legal mechanisms to enforce and implement the policies.

191. In analysing the objectives of the policy on vacation students, the group made the following observations:

(i) Objective No. 2 does not support the policy statement since the statement does not stratify poor students from rich students

(ii) The group agreed that Objective No. 3 could be self defeating. Weak students, who are usually drop-outs, may be tempted to stay on the job.

(iii) It was felt that to be meaningful, the programme should be supplemented by work oriented school curriculum content, organized orientation programme and a follow-up reporting system.

192. Generally, with regards to a comprehensive national employment policy, the group noted that other than the minimum wage legislation, labour management negotiation rules and procedures and public servant employment regulations, very little has been done by way of employment policy formulation and administration. The need for clearly defined policy statements, objectives and goals for job creation, income distribution, and productivity was stressed by members of the group.

(iv) Findings, Proposals and Guidelines for Manpower Development and Utilization Policy Administration in Liberia

(a) Summary of group findings and proposals

193. In view of the analysis made by the group, and given time and information constraint, the group hereby makes the following observations and proposals for consideration and action:
Education and Training:

1. To achieve the level of effectiveness, the group proposes that factors such as the quality of instructional materials and the actual placement and numbers of qualified teachers in classroom be improved upon.

2. The group recognized that an appreciable amount of attempts have been made by the Government of Liberia to achieve its stated policy goal. However, due to the mis-utilization of the few available trained teachers and the lack of funding, much of these attempts have been constrained. It is therefore proposed that efforts be stepped up to mobilized adequate funding for education and training and to allocate and utilize qualified teachers.

3. The group realized that though the Education Ministry and the National Vocational and Technical Education and Training programmes and institutions were established by law, the associated policy lacks legal enforcement measures. The group therefore proposes that Government formulates and enforces laws as a base for implementing the education and training policies.

4. The group agreed that though a framework exists for the formulation, implementation and coordination of training policies in Liberia, the framework needs to be strengthened. Accordingly, the group proposes that policies be formulated and implemented that would ensure the enhancement of operational and functional capabilities with emphasis on education administration, decentralization of administration and finance, and sectoral linkages.

Liberianization of the Workforce

1. The group noted that if self-sufficiency means Liberianizing the total workforce then the policy statement is not achievable since the world economy is interdependent. Therefore, efforts should be geared towards achieving an appreciable minimum ratio of Liberians to non-Liberians under the Liberianization policy. Additionally, steps must be taken to establish and operate appropriate training and monitoring devices so as to make the policy achievable. The group recognized that the policy statement on Liberianization lacks clarity and is open-ended which makes it difficult to evaluate and measure. The group therefore proposes that achievable targets be stated in terms of percentage shared and the period when the targets must be realized.

2. In relation to the objectives of the second national Socio-economic Development Plan, the group recognized that the policy statement was relevant. Therefore, the group proposes that appropriate measures be adopted to accomplish the stated objectives if the key sectors of the economy are to be revived.

3. Though the group found the Liberianization policy relevant, certain limitations as observed do constrain the effectiveness of the policy statement. The group therefore proposes that all limitations to the policy statement be minimized so as to enable the Government of Liberia to obtain its planned objectives.
4. Regarding the policy objectives, the group noted that though there are difficulties in establishing the clarity of the policy objectives, they are achievable. To provide for the achievement of the objectives, the group proposes:

(a) that Government standardizes the establishment and enforcement of expatriate employment regulation scheme; and

(b) that a close working relationship be developed between the Ministry of Labour and Commerce and the Bureau of Immigration and Naturalization.

5. The group noted the relevance of the Liberianization policy in creating a sound and long-term economic base for Liberia. Despite this relevance it was noted that Liberia lacks a clear Liberianization policy statement. What exists, it was observed, is not approved appropriately neither is it given the required legal and operational framework. Consequently the group proposes that a working group be formed to analyse and develop a comprehensive Liberianization policy with suggestions and in-built mechanisms to ensure its approval, acceptance and implementation.

Employment

1. The group noted that a conflict could arise between the open door policy investment incentive codes and the employment policy objectives in the absence of clear and coordinated policies in each of these areas. Given the rapid labour force growth, and the need to achieve the employment goals, the group proposes that the Government of Liberia:

(a) review the investment code and the alien employment policy with the views of harmonizing their operational measures.

(b) formulate a comprehensive and clear employment policy to embrace a policy statement, objectives and targets for industrial and commercial job creation, income distribution and redistribution and productivity.

2. The weakness of the operational, legal and institutional framework for formulating and administering employment policy in Liberia was noted by the group. Factors such as lack of adequate resources, coordination, and collaboration between the various concerned institutions/agencies have contributed towards this weakness. Given the role of productive employment in the development process, the group hereby proposes that:

(a) policies state clearly rules and regulations concerning non-Liberian employees and institute appropriate arrangements to make them measurable, assessable and achievable.

(b) existing institutions and procedures for job testing, job identification and job placement be strengthened.

3. On the vacation student employment policy statement, the group noted that while the statement may be relevant if meaningful occupational skills are developed, it is not clear not is it effective. The group
therefore proposes a review of the policy with the view to finding ways and means of integrating the policy into the education process. It is also proposed that an institutional framework be established that would allow for orientation, debriefing and follow-up action before and after the programme.

4. In regards to the legal framework of the students' employment policy, the group noted that though the agencies and ministries are legally constituted, they lack legal enforcement and implementation mechanisms. However, the group proposes that Government set up a legal enforcement mechanism to support those agencies, Ministries and establishments empowered to implement the policy.

(b) Guidelines for Policy Formulation and Administration

194. In formulating the suggested guidelines, the group took note of the issues raised and discussed in plenary. On the basis of the discussion and given the findings of the group during its working session, the group hereby suggests the following guidelines for future manpower and employment policy formulation and administration in Liberia:

1. The process of policy formulation and administration should be supported by the development and operation of appropriate institutions and action that would be party to and ensure the approval, acceptance, dissemination and implementation of the formulated policies;

2. Since overall national development objective is an aggregation of the nation's political, social and economic objectives, and since manpower issues embrace all of these, the formulated policies should be aimed at the realization of planned political, social and economic objectives;

3. To ensure the accomplishment of formulated policy objectives, the policy formulators should:

(a) carefully analyse the clarity, consistency, measurement and effectiveness of the policy statements, objectives and goals to ensure a wider acceptability, and

(b) determine and assist in the establishment of the legal, operational and institutional bases of the policy.

(v) A Proposed Liberianization Policy

Background

195. The Liberian economy has not only relied heavily on foreign capital but has also relied on very expensive foreign labour to sustain growth. According to the second National Socio-economic Development Plan, the number of non-Liberians working are estimated at 39,000 constituting nearly 6 percent of total employment as at 1980. Of the 39,000, records show that only 6,000 have official permits to work. This leaves about 85 percent of the expatriate workers operating in the economy without work permits.

196. In terms of activities, non-Liberian workers filled the upper echelons of the occupation hierarchy and hold top level positions at production supervisory
and craft skill occupations. As entrepreneurs, foreign workers' activities in the Liberian economy can be classified into three sectors: exploitation of the large natural resources sector; the wholesale, retail and import trade sector; and a large segment of the informal, petty trade and services sector.

197. Efforts to increase the share of Liberian workers' participation in these activities have been constrained. The constraining factors range from institutional deficiencies to open ended generous investment incentive codes. The missing link in all this is the absence of a concise and vigorously pursued Liberianization policy. As observed in the group analysis above, the enunciated policy lacks targets, time frame and a set of coherent operational policies which makes performance evaluation virtually impossible.

198. All of these suggest a need for measures that would ensure the availability, placement and utilization of adequate Liberians who possess skills, knowledge, attitudes and fitness that will enable them to efficiently produce and distribute needed goods and services for national socio-economic development. The implications here are obvious (a) a Government Liberianization policy statement needs to be made and supported; (b) appropriate operational policy measures will have to be determined and implemented; and (c) a sectoral approach needs to be adopted.

199. As per the group's terms of reference, the group formulated a Liberianization policy, indicating its objectives, a few operational measures, and a suggestive strategy for its implementation. The group's formulation is based on a number of assumptions including the following:

1. that the Government of Liberia is committed to increasing the participation rate of Liberians in all sectors of the economy above the 80 percent level in the next ten years;
2. that the people and Government of Liberia will adopt and pursue an inward looking strategy for economic recovery and development bearing in mind the opportunities and benefits of regional cooperation;
3. that the systems of education, training and banking will respond favourably to the requirements of the policy.
4. that the Liberian workforce will attain and utilize the requisite skills, knowledge, attitudes and experience for productive activities in all sectors of the economy.

Policy Statement:

200. The Government of Liberia will ensure that by the year 1996, the aggregate percentage share of Liberian workers to total workers within the non-public sector wage economy increases by at least 10 percent in accordance with the following minimum sectoral targets:

- Natural resources base sector - 70 and 20 percent of high and middle level workers should be Liberians respectively
- Wholesale, retail and import sector - 50 percent of total workforce should be Liberians;
Informal, petty trade and services sector - 65 percent of existing expatriates should be replaced by productive Liberians.

Policy Objectives:

201. The long range objective of the policy is to make a contribution towards improving the distribution of national income through the achievement of the following operational objectives:

(a) to increase the income levels of the Liberian labour force

(b) to intensify the multiplier effect of money in circulation with the domestic economy

(c) to maximize the use of Liberian human resources

(d) to create a sound economic, political and social base.

Operational Policy Measures:

202. To achieve the policy objectives in support of the policy statement, a number of measures will have to be undertaken. These measures, for effective presentation, are grouped under three headings, namely: activities, investment and control mechanism. Among the urgent measures to be taken to achieve the policy targets within the given time frame are the following:

Activities:

a review panel should be set up to review the employment status (i.e. work permits, contract, resident permit etc) of all expatriate employees and employers by the third quarter of 1986;

a Liberianization plan for high and middle-level workers should be developed specifying training requirements per post and scope; and time of replacement of expatriate in post;

a Liberianization strategy should be developed for workers in the wholesale, retail, import, informal, petty trade sector specifying types of activity, required skills and knowledge and institutional arrangements for implementing the strategy;

commercial, technical/vocational and apprenticeship training programmes should be strengthened particularly in terms of curriculum content to take into account the training of store managers, wholesalers, hairdressers, tailors, importers, exporters and entrepreneurs; redistribution of training institutions in the various parts of the country.

Investment:

a revolving fund, to be managed by the National Investment Commission, should be set up to provide loans and technical services to Liberian businesses;

banking institutions such as LBDI, SEFO, ADB, BCCI and other commercial banks in the country should adopt a more favourable lending attitude to Liberian businesses;
- a training fund should be established to which proceeds from the granting of work permits to non-Liberian workers should be made. The funds should be used to support training programmes in Liberia.

Control Mechanism:

- an employment survey should be undertaken in the wholesale, retail, import, informal and petty trade sector with the aim of deriving the extent of expatriate involvement, types of activities and skill mix required.

- establishments in the natural resources sector should submit to the Ministry of Labour a detailed listing of all employees classified by nationality, age, length of service, occupation and position held;

- a policy meeting should be held twice every year between the Ministries of Labour, Commerce and Finance and the Bureau of Immigration and Naturalization to specifically review and analyse existing policies and to determine new policy guidelines and coordinate them with respect to the granting of work permits, residence permits and business licenses.

(v) Operational Framework

Institutional Framework

203. A Liberianization committee be established within the framework of the Overall Human Resources Management System comprising of:

Ministry of Labour
Ministry of Planning and Economic Affairs
Ministry of Justice
Ministry of Education
Labour Union (Chairman)
Management
AITB

204. Basically, the committee will advise and monitor Liberianization programmes and work along with appropriate ad-hoc committees on training and trade standards. The functional unit within the Ministry of Labour for Liberianization affairs should be maintained and made more effective.

Legal Framework

205. Liberianization Policy should be enacted by legislature and enforced by law.
(vi) Justification of the Policy

206. The rational underlying the nature, scope and structure of the above proposed Liberianization policy can be summarized as follows:

(a) to increase employment opportunities for an expanding Liberian labour force;
(b) to make the Liberianization policy more effective;
(c) to contribute towards the realization of the Government development programmes.

V. Closing

207. The workshop came to a close on Friday, 30 August 1985. A number of remarks were made prior to the official closing of the workshop.

208. The Assistant Minister for Planning and Human Resources Development of the Ministry of Labour, Hon Joyce Smith, acting as chairperson of the technical inter-agency workshop committee, thanked the participants and resource persons for their positive approach during the deliberations of the workshop. She expressed her appreciation to the many institutions, ministries agencies and establishments that contributed generously in support of the workshop and concluded by calling participants to utilize what has been added to their skills and knowledge.

209. The Director for Sectoral Planning in the Ministry of Planning and Economic Affairs presented to the Minister of Labour a joint memorandum from the participants to Government containing follow-up suggestions for implementing the recommendations of the workshop. During the presentation, she highlighted the major findings and recommendations and called upon the Minister of Labour to take initiative in ensuring the required action for implementation.

210. Mrs. Agnes Taylor, on behalf of the participants, thanked Professor O. Fapohunda, Dr. Toga McIntosh and Mr. C. Grey-Johnson for their contribution as resource persons towards the enhancement of their skills and knowledge. On their part, Dr. McIntosh expressed the team's gratitude to participants for the excellent cooperation and hard work they had exemplified during the workshop stressing that these two attributes were greatly responsible for the smooth running of the workshop. He told the participants that the success of the workshop would be and should be measured against the follow-up results and the extent to which participants would enhance their productivity on the job. He concluded by restating ECA's continuous commitment and willingness to be a part of Liberia's development and expressing his thanks and appreciation to the people and Government of Liberia for their kindness and support during the workshop.

211. In a brief statement, the USAID representative expressed his Agency's delight to have contributed to the hosting of the workshop. He admonished the participants to put into practice what they have learned from the exercise.

212. In his closing address, the Hon. BG. Frank P. Senkpeni, Minister of Labour congratulated the participants and resource persons for a job well done.
He reminded participants of the role the human factor plays in development and of Government desire to better utilize the nation's human resources. He welcomed the report and promised that his Ministry's would study the findings and recommendations with a view to initiating follow-up action.

213 He thanked the United Nations Economic Commission for Africa for responding to Government's request and noted the invaluable inputs the ECA resource persons had provided to the workshop. He expressed the hope that such efforts would continue to strengthen Government's machineries for the optimum management of African development.

214. The Minister then declared the workshop closed.
Welcoming Remarks by the Honourable Nyudueh Hornorkonnama, Deputy Minister for Planning and Human Resources Development, Ministry of Labour

Distinguished Guest Speaker,
Officials of Government,
Organizers and Participants,
Ladies and Gentlemen,

It is indeed a privilege and honour for me to make a few remarks as we embark on a very timely national training workshop. The issue of Human Resources Planning, Development and Utilization requires not only recognizable efforts such as this, but further national commitment to the realization of the results of this and similar national programmes convened in the immediate past.

We hail the decision of the 1981 Monrovia Conference of Ministers Responsible for Human Resources Planning, Development and Utilization. In our desire to bring together all institutions and agencies of the Human Resources Development (HRD) sector, this workshop is long overdue. Today, I am expected to appraise you on the national employment or labour situation. For lack of a better expression, the situation is very bleak. We at the Ministry of Labour are further limited in issuing specific indicators of just how bleak this situation actually is.

With a general down swing of our total economic activity, the labour market is no doubt experiencing a similar decline. Inspite of this dismal situation, all of us present here must not consider the sessions to follow this ceremony to be mere academic or technical preponderances. Rather, we should examine, along with those valuable theoretical concepts the practical applications to the grave realities concerning the lack of available job opportunities, career advancement, and facilities for the creation of more and better job options to meet the incessant demands of employable Liberians.

In other words, those privileged participants must consider the problem-solving options offered by this workshop as a priority and undertake their tasks for the next three weeks with national zeal and enthusiasm to provide the policy makers with relevant tools for decision making on the overall status of our most valuable national investment, human resources.

Some issues of the National Labour Supply and the National Labour Market

As you set about your tasks for the next three weeks, permit me to throw out some very important issues concerning labour supply dynamics in general and the national labour market in particular. Of utmost concern for our national employment planning efforts, it is important to consider the determining factors vis-a-vis the number of people to enter the labour force at any particular time, and their ability to perform gainfully for the general improvement
of the nation's quality of life. How does the percentage of the population in the labour force respond to changes in the levels of wage rates and to changes in the number of jobs available?

This must be of serious concern and we trust that your workshop will address the prevailing challenges our labour market face in regards to the above consideration. Specific considerations must also be given the disproportional decline in available jobs at all levels as compared with the rising increase of job seeker. How do we reconcile this? These are concrete concerns for your deliberations over the ensuing sessions of this workshop.

Moreover, the quality of people likely to gain entrance into or remain in the labour force should not be the only concern that plague our employment situation today.

Therefore, the opportunities provided by this workshop must not be considered to be just another learning and/or job enrichment exercise. Let us consider the serious short comings of our employment supply and demand dynamics and leave this workshop with more than an "on-paper" accomplishment.

On behalf of the Liberian Government, let me express our sincere thanks to the United Nations Economic Commission for Africa (ECA) for its response to our request. Also, many thanks go to the national organizing committee composed of technicians from the Institute of Public Administration, the Ministry of Planning and Economic Affairs, and our own Labour Ministry for this manifestation of their planning efforts over the past three to four months. We would also like to thank those who made contributions in cash and kind to make this workshop a reality.

Once more, we say welcome to all of you who responded to this invitation to witness and be a part of this national development effort.

Thank you!
The Formal Opening of this workshop today is in fulfilment of a mandate of the Economic Commission of Africa which has devoted a considerable portion of its time and resources to the formulation of strategies and programmes aimed at improving Human Resources Development, Planning and Utilization and also at harmonizing programmes of actions to accelerate national-building process in Africa.

It is within this context that I am especially delighted to be here this afternoon at the opening of so important a gathering. I should therefore like to pay deserving tribute to the Economic Commission of Africa as well as the organizers at the Ministry of Labour.

The theme of this Workshop, is indeed relevant, not only because of the current severe Economic Down-Turn confronting Liberia, but also because of the need to draw up long-term strategies to help reverse this trend and for the proper utilization and development of our nation.

The entire planning process for the strengthening of human resources development is most important since it involves both policy makers and technicians. We endorse the view of the ECA that it is essential that policy makers evolve strategies which are relevant to our development process.

Perhaps, the obvious should be noted right from the outset: that our goal of sustained Economic Growth and balanced development cannot be attained without the involvement of the majority of population in the development process; and without the more efficient and effective utilization of all resources available for development with emphasis on the better use of human resources. The Government of Liberia has long recognized this, as a result of which it instituted a Systematic Manpower and Employment Planning Machinery within the Nation's overall planning framework among them the Manpower Commission created in 1966: A Manpower Planning Division within the Ministry of Planning and Economic Affairs established in 1974; to serve as the technical arm of the Commission; a Bureau for Human Resources Planning, Development and Utilization located in the Ministry of Labour since 1976; and the Bureau of Education Planning, housed in the Ministry of Education.

Why ther inspite of these and other efforts, Liberia still continues to suffer from human resources problems resulting primarily from institutional and staffing inadequacies, including shortage of qualified, trained and motivated workers at all levels of National Economic activities, inadequate data base for projecting future manpower supplies and requirements and for formulating manpower and employment policies, as well as the lack of discernible operational linkages between central...
manpower and employment planning agencies and other sectoral agencies responsible for manpower and employment planning. This question must be answered at this workshop.

After World War II, Liberia was faced with the problem of how to attract investment capital, equipment, management expertise and skilled workers to exploit its natural resources. Perhaps, forty years is too long to remember, but our records show that we were unjustly and severely criticized abroad at the time that no investment were coming into our country. To face the problem, Liberia committed itself to the concept of rapid economic growth and backed it up with a policy which came to be known as the "Open Door Policy".

In terms of Economic Growth, the Open Door Policy was considered as reasonable successful, though critics have not all shared identical view on the depth of its success. From a very low level of subsistence farming prior to 1950, commercialized activity yielded a Gross Domestic Product (GDP) of US$40m in 1969. Other benefits accrued to the Government of Liberia either as a stockholder or through the collection of taxes. It is also conceded that the increased revenue and foreign exchange earnings have helped Liberia in its development programmes.

However, because there was very little spread effect of the activities of the concessionaries on the general economy, large enclaves of the population which do nothing or very little to generate associated economic activity were created, while benefits of Economic Growth was confined to a very small proportion of the population. The group which has benefitted least from the fruits of Economic Growth is about 70% of the work force who are primarily engaged in subsistence farming.

It would seem therefore that our urgent task is how to achieve a balance in labour supply and demand, in view of the preponderance of Agriculture as the major source of livelihood for about 70% of the working age population.

The principal features of the human resources situation in Liberia today could be summarized as follows: - high rate of population growth; a growing level of unemployment; the shortage of different types of levels of trained manpower; a high level of adult illiteracy; deficiencies in the educational system and the lack of coordinated policies and programmes for manpower training.

At the recently held 21st Summit of the OAU which dealt almost exclusively with economic issues it was concluded that the development of self-sufficiency in Agriculture and the means of its implementation are the only best hope for Africa's Economic recovery and development.

It is worth noting that Member States of the Organization of African Unity have commenced implementation of the Lagos Plan of Action and the final Act of Lagos which Inter Alia, calls for self-sustaining development and Economic Growth, and the setting up of regional structures. The pre-requisites for these accomplishments are highly trained administrators and managers in all fields and sectors.
Viewed from the perspective of the goals and objectives of Liberia's socio-economic plan, concerted action must be taken by all Government Agencies concerned. Both the public and private sectors must be deeply involved in undertaking new and challenging tasks in addition to or in modification of their present responsibilities in respect of human resource development.

The allocation of resources from external sources need not be necessarily confined to the World Bank and Commercial Banking Institutions. If this Government and if our sub-region - Liberia, Sierra Leone, Guinea - can come up with a comprehensive integrated development project document, it could find international acceptance and international financial support.

The time for us to take our national assignment lightly has past if ever there was such a national luxury. Each day as I pass a certain Ministry on my way to mine, I see employees on the veranda chatting away seemingly without the least concern about their role, their national work and our portion in this African Political and Economic Constellation. I appeal to you to get on with our solemn national agenda and commitment.

In formally opening this Seminar, I express the hope that it will be successful and make a positive contribution to human resource development in Liberia.
Statement by Dr. Toga McIntosh on behalf of the Executive Secretary of
The Economic Commission for Africa at the Opening of the Workshop

Hon. Ministers,
Distinguished participants,
Ladies and Gentlemen,

On behalf of the Executive Secretary of the United Nations Economic
Commission for Africa, I bring you greetings and best wishes. The issue of
human resources management for sustaining socio-economic development is
becoming more and more of a priority issue for many Governments in Africa.
This move is encouraging particularly if Africa is to effectively deal with
the present socio-economic crises which have made mockery of development plans
and processes in Africa over the last few years.

We in the ECA are appreciative of the pioneering role the Government and
people of Liberia have played and continue to play in the crystalization of
the required institutional arrangement for human resources management
in Africa. We all know Liberia hosted, with a high sense of dedication and
commitment, the first meeting of the Conference of Ministers Responsible for
Human Resources Planning, Development and Utilization in 1981. Liberia
successfully chaired the Conference for a period of three years. During this
period a substantial degree of efforts were made in a number of African
countries including Liberia towards the development of institutions, programmes
and policies for manpower development and utilization.

Mr. Chairman,

Today's gathering has only intensified ECA's appreciation to the Liberian
Government and people for their role in the fight against under-development.
Consequently, we are very pleased and grateful to be a part of this national
manpower and employment planning staff development workshop.

Mr. Chairman,

We need not amplify the role of the human factor in the development
equation in these brief remarks. But please permit us to stress that the extent
to which Liberia is able to formulate and implement policies and strategies for
development will depend heavily upon the development and operation of an
effective human resource management system. An ample stock of human skills,
knowledge, attitudes and efficiencies in various forms will be needed to manip-
ulate the other natural resources for the production and distribution of the
fruits of development.

It is therefore hoped that this workshop and its associated follow-up
activities would provide an additional impetus to existing efforts towards the
creation of such a system.
Mr. Chairman, I wish to close by pledging our full support and commitment in these regards. We shall convey to the Executive Secretary the splendid organizational work done in preparation for this workshop by the national organization committee, the shoud and fruitful contribution made through the Key Note address by the Honourable Minister of Foreign Affairs and the number and quality of the participants present here to attend the workshop.

I thank you.
Annex II

DAILY WORK PROGRAMME

Day 1 (Monday, 12 August)

9:00 - 11:00 Registration and informal meeting of participants
11:00 - 12:30 Workshop introduction, background, organization of work and distribution of documents (workshop coordinator and ECA)
12:30 - 2:00 LUNCH BREAK
2:00 - 3:15 Official opening of workshop
   - Statement by the Government of Liberia
   - Statement by ECA
3:15 - 4:30 Review of the structure of the Liberian economy and the National Development Plan objectives (Ministry of Planning and Economic Affairs)
4:30 - 5:30 High-level Seminar (Panel discussion on human resources management problems in Liberia)

Day 2 (Tuesday, 13 August)

8:00 - 10:45
   (a) The relevance and role of manpower and employment planning in National Development Planning (Consultant)
   (b) Discussion
10:45 - 11:00 BREAK
11:00 - 12:30
   (a) Review of the status and effectiveness of manpower and employment planning institutions in Liberia (ECA)
   (b) Discussions
12:30 - 1:30 LUNCH BREAK
1:30 - 4:00
   (a) Employment and manpower concepts within the development framework (ECA)
   (b) Discussion

Day 3 (Wednesday, 14 August)

8:00 - 10:45
   (a) Data requirements and sources for manpower and employment planning (ECA)
   (b) Discussion
11:00 - 12:30
   (a) Review of existing manpower and employment planning data gathering instruments and approaches in Liberia (Ministry of Planning and Economic Affairs)
   (b) Discussion
12:30 - 1:30 LUNCH BREAK
Annex II
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1:30 - 4:00 (a) Identification and analysis of available data and information for manpower planning in Liberia (Consultant)

Day 4 (Thursday, 15 August)

8:00 - 10:45 (a) Identification and analysis of available data and information for employment planning in Liberia (Consultant)
(b) Discussion

10:45 - 11:00 BREAK

11:00 - 12:30 (a) Improving manpower and employment survey techniques and methods in Liberia (Consultant)
(b) Discussion

12:30 - 1:30 LUNCH BREAK

1:30 - 4:00 Improving manpower and employment survey techniques in Liberia (Consultant)

Day 5 (Friday, 16 August)

8:00 - 10:45 Forecasting manpower supply and demand techniques (Consultant)

10:45 - 11:00 BREAK

11:00 - 12:30 Forecasting employment techniques (Consultant)

12:30 - 1:30 LUNCH BREAK

1:30 - 4:00 (a) Forecasting employment techniques (Consultant)
(b) Strategies for employment creation and promotion (ECA)

Day 6 (Monday, 19 August)

8:00 - 10:45 (a) Structure and problems of employment management programmes in Liberia (Ministry of Labour)
(b) Discussion

10:45 - 11:00 BREAK

11:00 - 12:30 Preparation and implementation of manpower and employment reports and plans (ECA)

12:30 - 1:30 LUNCH BREAK

1:30 - 4:00 (a) Issues and elements of manpower and employment policy formulation and administration (ECA)
(b) Discussion
Day 7 (Tuesday, 20 August)
8:00 - 10:45  (a) Unit and staff functions for manpower and employment planning organs (ECA)
(b) Discussion
10:45 - 11:00 BREAK
11:00 - 12:30 Organizational structure and staffing requirements for a comprehensive human resource management system (ECA)
12:30 - 1:30 LUNCH BREAK
1:30 - 2:30 Discussion on organizational structure
2:30 - 4:00 Group assignment and discussion of working group focus sheets

Day 8 (Wednesday, 21 August)
8:30 - 10:45 Working group session No. 1
10:45 - 11:00 BREAK
11:00 - 12:30 Working group session No. 2
12:30 - 1:30 LUNCH BREAK
1:30 - 4:00 Working group session No. 3

Day 9 (Thursday, 22 August)
8:30 - 10:45 Working group session No. 4
10:45 - 11:00 BREAK
11:00 - 12:30 Working group session No. 5
12:30 - 1:30 Lunch Break
1:30 - 4:00 Working group session No. 6

Day 10 (Friday, 23 August)
8:30 - 10:45 Working group session No. 7
10:45 - 11:00 BREAK
11:00 - 12:30 Working group session No. 8
12:30 - 1:30 LUNCH BREAK
1:30 - 4:00 Working group session No. 9

Day 11 (Monday, 26 August)
8:30 - 10:45 Working group session No. 10
10:45 - 11:00 BREAK
11:00 - 12:30 Working group session No. 11
12:30 - 1:30 LUNCH BREAK
1:30 - 4:00 Preparation of working group reports
Day 12 (Tuesday, 27 August)

8:30 - 10:45 Preparation of working group reports
10:45 - 11:00 BREAK
11:00 - 12:30 Preparation of working group reports
12:30 - 1:30 LUNCH BREAK
1:30 - 4:00 Preparation of working group reports

Day 13 (Wednesday, 28 August)

8:30 - 10:45 Presentation and adoption of working group report
10:45 - 11:00 BREAK
11:00 - 12:30 Presentation and adoption of working group report
12:30 - 1:30 LUNCH BREAK
1:30 - 4:30 Presentation and adoption of working group report

Day 14 (Thursday, 29 August)

Morning and afternoon free for participants to allow final preparation of workshop report by workshop organizing committee

Day 15 (Friday, 30 August)

8:30 - 1:30 Free
1:30 - 2:00 Evaluation of workshop
2:00 - 3:00 Presentation of workshop report to policy makers
3:00 - 3:15 BREAK
3:15 - 4:00 Closing of the workshop by the Government of Liberia
# National Manpower & Employment Planning Staff Development Workshop

**Institute of Public Administration**

**August 12 - 30, 1985**

## List of Participants (Final)

<table>
<thead>
<tr>
<th>Organization</th>
<th>Participant</th>
<th>Position</th>
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<tbody>
<tr>
<td>Civil Service Agency</td>
<td>Mr. James Dennis</td>
<td>Director of Personnel</td>
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<td></td>
<td>&quot; William E. Harris</td>
<td>Asst. Director of Recorders, Research &amp; Leave</td>
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<tr>
<td>Agricultural &amp; Industrial Training Bureau</td>
<td>Mr. Isaac G. Gondan</td>
<td>Principal Officer For Trade Standards &amp; Certification</td>
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<td></td>
<td>&quot; David Kialain</td>
<td>Bureau Director</td>
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<td>&quot; Alfred K. Thomas</td>
<td>Observer</td>
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<td>&quot; Samuel Siaka</td>
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<td>&quot; Joseph S.D. Suah</td>
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<tr>
<td>Liberia Institute of Public Administration</td>
<td>Mr. J.S. Fayah-Gbollie</td>
<td>Associate Development Specialist</td>
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<td></td>
<td>&quot; Roland N. Dunbar</td>
<td>Conference Coordinator</td>
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<td></td>
<td>&quot; Andrew Kronyahn</td>
<td>P.R. &amp; Audio/Visual Officer</td>
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<tr>
<td>Ministry of Agriculture</td>
<td>Mrs. A. Eugenia Gardiner</td>
<td>Senior Analyst</td>
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<td>Ministry of Education</td>
<td>Mrs. Felicia W. Lamptey</td>
<td>Director, Planning and Management</td>
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<td>University of Liberia</td>
<td>Mr. John S. Howard</td>
<td>Instructor, Demographic Unit</td>
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<tr>
<td>Ministry of Youth &amp; Sports</td>
<td>&quot; Charles Collins</td>
<td>Asst. Minister, Vocational &amp; Technical Training</td>
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<td></td>
<td>&quot; Mrs. Philomena Browne</td>
<td>Research Officer</td>
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10. Liberia Industrial Free Zone

11. Liberia Telecommunications Corporation

12. Ministry of Labour

13. Ministry of Health & Social Welfare

14. Curtinburg University College

15. Economic Affairs

9. Ministry of Planning & Human Resources Development

8. Liberia Electricity Corporation

7. National Development Corporation

6. Junior Research Officer

5. Nursing Placement Officer

4. Senator Manpower Planner

3. Director, Planning & Human Resources Development

2. Assistant Director, Social Planning Division

1. Assistant Manager, Human Resources

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Ms. Muna Wreh

Mrs. Helena Y. Horace

Mr. Osman K. Sankoh

Mr. Rayne J. Daramo

Mr. Henry V. Horace

Mr. W. M. Smart

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15) Economic Affairs
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U.N. Economic Commission
for Africa
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